

# **FY 2001 Annual Report**



**Interagency Working Group  
on U.S. Government-Sponsored  
International Exchanges and Training**

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## FOREWORD

As the Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training (IAWG) approached the end of its fourth year, a monumental event took place that changed America and the world. On September 11, people throughout the global community sat transfixed in front of television sets as scenes of unimaginable horror and devastation dominated the airwaves. In the aftermath of that horrific day, citizens and statesmen from around the world expressed their heartfelt sympathy, support, and outrage. Terrorism had invaded America, but its effects extended far beyond the confines of our borders. Scores of nations grieved along with us, their citizens also counted among the thousands killed or injured in the attacks.

In response to this assault on our nation, the United States is strengthening ties with long-time allies and forging new alliances with other countries. We are building a global coalition as we unite in a determined bid to defeat a common foe. People all over the world continue to look to the United States for guidance, leadership, support, and vision. Our democratic principles serve as a model and an inspiration to others because our system, as noted by Secretary of State Colin Powell, is a system that works. "There is no other ideology out there that can truly compete with what we can offer to the world," he says.

President Bush has made it clear that the administration intends to pursue "a clear and consistent and decisive foreign policy...that serves both our vital interests and our highest ideals. Our goal is to turn this time of American influence into generations of democratic peace. This requires America to remain engaged with the world and to project our strength with purpose and with humility."

One of the many ways the United States has long been engaged with the world is through international exchange and training programs, the cornerstone of its public diplomacy efforts. From Albania to Zimbabwe, the United States sponsors activities involving the participation of Americans and foreigners around the globe. These programs foster cross-cultural interaction and play a vital role in protecting, promoting, and furthering our national interests. Whether we are bringing foreign law enforcement officers here to train them in antiterrorism techniques, providing opportunities for academic study here and abroad, or sharing America's technical knowledge and expertise in controlling infectious diseases, the U.S. Government uses international exchange and training programs in hundreds of different ways to keep us safe, help us prosper, and improve our quality of life.

The IAWG is proud to be a part of America's foreign policy process. The IAWG serves not only as a conduit of information about international exchange and training activities, but as a mechanism for

## FOREWORD

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encouraging collaboration, cooperation, and partnership among the many people who dedicate themselves to the successful design and execution of these important programs. The *FY 2001 Annual Report* demonstrates how we work together to increase communications about new initiatives, best practices, and issues of common importance, such as selection and recruitment of participants as well as alumni follow-up. The IAWG is an effective forum for exploring the value and effectiveness of international exchange and training programs.

The IAWG entered the 21<sup>st</sup> century with an increased focus on acquiring, adapting, and using technology as a means to gather, review, and disseminate information for and about international exchanges and training. This past year, the IAWG launched an Internet-based reporting system which gives members the ability to examine and compare data on any USG program contained within. Another recent initiative will provide IAWG members with access to valuable distance learning resources and expertise. Technology serves as a key element in our ongoing efforts to increase our effectiveness and efficiency.

Over the last few months, the IAWG has undergone a period of transition. Changes in the make-up of our membership present us with an exciting opportunity to hear fresh ideas and viewpoints. In our fifth year of operation, new initiatives will enhance the efficiency and coordination of international exchange programs. We will examine and report on best practices regarding the day-to-day administration of exchange and training programs and concentrate on expanding our annual inventory of programs to include exchanges and training activities with private sector partners not previously included.

In closing, I wish to thank the individuals who have worked so hard and whose efforts have contributed so greatly to the IAWG's past success.

Sincerely,

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# CONTENTS

Foreword .....	i
Acknowledgements.....	iii
Contents .....	vii
Chapter I: Overview .....	1
Data Collection, Management, and Dissemination .....	2
Inventory of Programs .....	4
Common Issues and Challenges .....	4
Partnership.....	5
Coordination.....	6
Eurasia Project.....	6
Chapter II: FY 2000 Inventory of Programs .....	7
Inventory Overview.....	7
FY 2000 International Exchanges and Training Data.....	8
Chapter III: Partnership.....	14
Surveys .....	16
Expanding Public-Private Partnerships.....	17
Case Studies.....	19
Chapter IV: Interagency Coordination .....	21
MPP Process .....	21
Coordinators.....	23
Interagency Entities.....	25
Chapter V: Distance Learning .....	28
Distance Learning Programs: One Organization's Perspective.....	31
Chapter VI: Eurasia Project.....	37



## CONTENTS

---

Program Data .....	38
Coordination .....	39
Duplication and Overlap .....	43
Public-Private Partnerships .....	49
Performance Measures .....	50
Chapter VII: Conclusion .....	51
New Reports in 2002 .....	52
Continuing Efforts .....	52
Appendix A: Key to Abbreviations .....	54
Appendix B: The Federal Exchanges Data System/world wide web (FEDS/www) .....	58
Appendix C: Omnibus Consolidated and Emergency Appropriations Act, 1999, (Public Law 105-277, Division G, "Foreign Affairs Reform and Restructuring Act of 1998," Section 2414) .....	61

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## CHAPTER I: OVERVIEW

In accordance with its Congressional and Presidential mandates,<sup>1</sup> the Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training (IAWG) recommends to the President measures for improving the coordination, efficiency, and effectiveness of U.S. Government-sponsored international exchanges and training activities. Additionally, the IAWG acts as a clearinghouse for international exchanges and training information, promotes understanding and cooperation on common issues and challenges faced by government entities conducting these programs, identifies potential duplication among programs, develops strategies for enhancing public-private partnerships, and makes recommendations on performance measures.

Twenty-two federal departments and independent agencies currently comprise the IAWG membership. The Executive Committee includes representatives from the Departments of Defense, Education, Justice, and State, and the United States Agency for International Development. Representatives from an additional 18 federal departments and agencies provide data to the IAWG and participate in IAWG study groups and roundtable discussions. The Assistant Secretary of State for Educational and Cultural Affairs serves as the Chair of the IAWG.

The IAWG works with members of the federal exchanges and training community to address challenges, develop approaches to coordination, and foster relationships with counterparts in the United States and abroad. The IAWG uses various mechanisms to fulfill its mandates, including the following:

Clearinghouse – The IAWG publishes an annual directory of U.S. Government-sponsored international exchanges and training programs (*Inventory of Programs*), maintains two websites (one is open to the general public, the other is reserved for government-use), and makes its staff available as a programmatic and administrative resource to federal colleagues and members of the exchange community.

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<sup>1</sup> The President created the IAWG on July 15, 1997, through Executive Order 13055. The IAWG's mandate was reiterated by Congress through an Amendment to the Fulbright-Hays Act outlined in the Omnibus Consolidated and Emergency Appropriations Act, 1999 (Public Law 105-277, Division G, "Foreign Affairs Reform and Restructuring Act of 1998," Section 2414). The Congressional mandate, which is provided in Appendix C, supercedes the Executive Order.

## OVERVIEW

**Special Studies** – The IAWG forms interagency study groups to conduct targeted analyses of various issues and then publishes the results of these studies on its websites.

**Roundtables** – The IAWG sponsors roundtables and other fora where government administrators of exchanges and training programs can discuss common challenges and interests.

**Quarterly Meetings:** The IAWG meets quarterly to address current business and discuss issues of relevance to the federal exchanges and training community. The IAWG invites guest speakers to many of its meetings to brief the IAWG on key topics. Presenters have addressed a wide range of issues, including international education policy, the global HIV/AIDS pandemic, and technical assistance to Eastern Europe and Eurasia.

Meeting its many mandates is an ongoing process for the IAWG. This *Annual Report* discusses the activities of the IAWG during FY 2001 and provides a look ahead at the coming fiscal year.

For the first time, the IAWG's annual *Inventory of Programs* is not included as an appendix to the *Annual Report*; it has been published separately, instead. The IAWG's two primary reports thus become reduced in length, making them more streamlined and easier to use. This change makes the naming conventions associated with each of the reports more logical and appropriate. (Please see the text box at right for further information on published IAWG *Annual Reports* and inventories.)

A synopsis of the IAWG's activities over the past year appears below. Additional information on each section can be found in the corresponding chapter of this report.

### **A Note on the IAWG's *Annual Report* and *Inventory of Programs***

Because of the time needed to collect data from federal departments and agencies, the IAWG publishes program inventory data one year after the conclusion of the fiscal year in which programs are funded. When the *Annual Report* and the *Inventory of Programs* were published together as one document, the fiscal year of the inventory data was used for the title of the *Annual Report*. This followed the custom established by the United States Information Agency, which prior to the creation of the IAWG was mandated to provide the inventory. Now that the two reports have been separated, the *Annual Report's* fiscal year has been adjusted to reflect real-time reporting of activities. The resulting adjustment means that there will be no FY 2000 *Annual Report* of the IAWG.

### **IAWG Reporting Schedule: Inventories and Annual Reports**

Reports	Description
FY 1997 Annual Report	Includes FY 1997 Inventory of Programs and an accounting of IAWG activities from July 1997 (its inception) through the end of FY 1998
FY 1998 Annual Report	Includes the FY 1998 Inventory of Programs and an accounting of the IAWG's FY 1999 activities
FY 1999 Annual Report	Includes the FY 1999 Inventory of Programs and an accounting of the IAWG's FY 2000 activities
FY 2000 Inventory of Programs	Includes only the FY 2000 Inventory of Programs
FY 2001 Annual Report	Includes an accounting of the IAWG's FY 2001 activities

## DATA COLLECTION, MANAGEMENT, AND DISSEMINATION

To keep pace with technological trends, operate at the highest level of efficiency, and provide easily accessible information, the IAWG uses a fully electronic system of data collection, management, and dissemination. IAWG systems and resources can be accessed through its websites and all IAWG reports can be read and retrieved online ([www.iawg.gov](http://www.iawg.gov)). This approach provides the most cost-effective means

of making these resources available to the widest possible audience, both in the United States and abroad.

The cornerstone of the IAWG's electronic, Internet-based approach is the Federal Exchanges Data System/world wide web (FEDS/www), which has been created and refined over the past three years by the IAWG in partnership with Development InfoStructure, a private contractor. FEDS/www serves as a data collection, management, and reporting system for administrators of U.S. Government-sponsored international exchanges and training programs. The FEDS/www system gives federal program managers universal access to government-wide exchanges and training information far beyond the data provided by any single user, as well as a free, in-house data management tool.

The FEDS/www system is unique in the federal government in that it is based entirely upon advanced, but freely available, open-source software technologies (LINUX, PostgreSQL, and XML). The system's low cost is largely due to the absence of license fees associated with closed-source, proprietary technologies. A more detailed description of the FEDS/www system appears in Appendix B.

The IAWG focused considerable resources on the FEDS/www system over the past year, refining the user interface, automating the production of the annual *Inventory of Programs*, and providing advanced reporting capabilities to users throughout the federal government. In July 2001, the development of Internet-based reporting gave federal program administrators and policy makers the ability to directly query the database for customized reports on U.S. Government-sponsored international exchanges and training programs. This new online reporting system provides unprecedented access and flexibility to users by enabling them to work with data directly, without the assistance of an IAWG staff analyst. (The staff remains available, however, to answer questions, to assist with research and analysis projects, and to help develop special reports.)

The IAWG developed four basic report templates that enable federal government representatives to quickly and easily produce reports over the Internet. Explanations about these templates appear below:

- **FEDS Program Reports** detail all of the information entered in the FEDS system for a specific program. Customization is limited to selecting the amount of department/agency information that appears in addition to program details.
- **Participant Reports by Department/Agency** provide information on exchanges and training participants organized by federal department and agency. They can be filtered to include specific departments/agencies, national interests, and/or program categories. Additionally, users can opt to include region and country participant breakdowns in this report.
- **Participant Reports by Geographic Region/Country** provide information on exchanges and training participants organized by federal department and agency for specific geographic regions and/or countries. They can be filtered to include specific departments/agencies, regions/countries, national interests, and/or program categories.
- **Program Funding Reports** provide international exchanges and training program funding information as reported by federal departments and agencies. The data is organized by federal department and agency. Reports can be filtered to include specific departments/agencies, national interests, and/or program categories.

## INVENTORY OF PROGRAMS

The FY 2000 *Inventory of Programs* contains information on 175 international exchanges and training programs from 14 federal departments and 26 independent agencies. The U.S. Government developed, directed, and supported these programs at a cost of approximately \$1 billion.<sup>2</sup> Many departments and agencies did not report financial contributions from other sources; though such partnerships exist, as evidenced by nearly \$630 million in non-U.S. Government contributions that *were* reported. The total number of foreign and U.S. program participants exceeded 165,000. A synopsis of the inventory appears in Chapter II. (As noted above, the *FY 2000 Inventory of Programs* has been published as a stand-alone report of the IAWG. To view the *Inventory of Programs* in its entirety, please go to <http://www.iawg.gov/info/reports/fy2000inventory.pdf> .)

## COMMON ISSUES AND CHALLENGES

The IAWG continues to act as a forum for bringing federal program administrators together to discuss common issues and challenges, compare best practices, and share information about innovations that help to increase the capacity and benefits of international exchanges and training programs while maintaining cost effectiveness.

The IAWG's work in this area over the past fiscal year concentrated primarily on distance learning, international visitors, and visa issues.

### ***Distance Learning***

As more and more agencies that conduct international exchanges and training programs begin to recognize the growing importance of distance learning throughout the world, many recognize Internet-based learning as a mechanism to increase program participants while maintaining cost-effectiveness. In 2001, the IAWG formed an interagency panel on distance learning to assess the overall need for distance learning and to determine how best to structure an effort that would leverage distance learning initiatives to support and expand USG international exchanges and training activities.

The IAWG distance learning panel has launched an online clearinghouse, which includes information about the panel's activities and reports, profiles of grants/programs with a distance learning component, links to related sites, and resource contacts. The clearinghouse is attached to the IAWG's Internet site: <http://www.iawg.gov/info/distancelearning>. Additionally, the panel sponsored a briefing/tour of the Advanced Distributed Learning (ADL) Collaborative Laboratory (Co-Lab) in Alexandria, Virginia. The ADL Co-Lab fosters and promotes collaborative development of advanced distributed learning models, definitions, and standards and acts as a clearinghouse for all information relevant to ADL.

Further details on the IAWG's distance learning initiatives, the ADL Co-Lab, and a review of how one federal entity has used distance learning as a means of supporting and expanding international exchanges and training programs can be found in Chapter V.

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<sup>2</sup> This figure represents an *estimate* of expenditures on international exchanges and training programs. It includes agency estimates and expenses for overarching programs and activities that include international exchanges and training components.

### ***International Visitors***

International visitors programs bring participants to America to meet and confer with professional counterparts and experience firsthand the United States and its institutions. To assist the government administrators of these programs the IAWG sponsors an annual International Visitors Programs Roundtable, which promotes the sharing of best practices and the development of collaborative solutions to common challenges. The third roundtable was held in December 2000 and attended by more than a dozen program administrators from ten federal agencies. Among the topics the group discussed were visa issues as related to international visitors, how the HIV/AIDS pandemic affects U.S. foreign policy, and the proposed agenda for an upcoming National Conference for International Visitors. Additionally, the IAWG produces a compilation of international visitors programs, which includes information on the numbers of visitors, primary fields/topics of interest to visitors, program standards, and names and phone numbers of those who administer the programs. The latest compilation was distributed to international visitors program administrators in the spring of 2001.

### ***Visa Issues***

The IAWG, in an ongoing partnership with the Departments of State and Education, hosted a roundtable discussion/briefing on visa issues related to exchanges and training programs. More than 40 representatives of 20 federal organizations attended. Speakers from the Immigration and Naturalization Service, the State Department's Office of Exchange Coordination and Designation (which administers the J visa program), and the State Department's Bureau of Consular Affairs briefed the gathering on visas for exchanges and training programs and issues surrounding their use. The group raised eight topics for future discussion: program duration, J visa home residency requirement, home residency requirement waiver process, consular consistency/quality assurance, accountability, F visas and community colleges, INS and Consular Affairs coordination on public information, and visa laws and regulations and the degree to which they support U.S. national interests and needs.

The IAWG will continue to work with member and cooperating agencies to address these issues and provide a forum for discussion.

## **PARTNERSHIP**

To meet its mandate of "expanding public and private partnerships in, and leveraging private sector support for, United States Government-sponsored international exchange and training activities," the IAWG continued to explore partnership issues over the past year.

IAWG data reveals the importance of non-USG partners to the overall success of federally sponsored international exchanges and training programs. Many non-USG partners participate, to some degree, in aspects of the planning, development, administration, and funding of international exchanges and training programs.

The IAWG's exploration of partnership issues has resulted in the creation of a partnership study group, collaboration with private and public sector organizations in the development of two public-private partnership information surveys, and the continued augmentation of the IAWG's websites, which feature special partnership sections on public- and private-sector survey findings, case studies, examples of best

practice organizations and programs, and pertinent web links. The IAWG's activities to assess and promote public-private partnership can be found in Chapter III.

## COORDINATION

One of the primary mandates of the IAWG is to make recommendations on improving the coordination of U.S. Government-sponsored international exchanges and training. Through improving coordination, policy makers hope to eliminate unnecessary duplication and overlap, encourage complementary programming, and propagate administrative and programmatic best practices. In Chapter IV, the IAWG reviews three of the most prevalent coordination mechanisms that affect international exchanges and training programs: the MPP process, special coordinators, and interagency entities. The IAWG places a special emphasis on interagency entities because of the limited availability of centralized information on the myriad interagency working groups, task forces, and ad hoc committees that have been founded over the years to address a variety of programmatic and administrative themes. The IAWG is in the process of developing a database of interagency entities, whose activities have some bearing on international exchanges and training programs. A catalog of these organizations will be released in 2002, and updated thereafter.

## EURASIA PROJECT

Over the past decade significant government resources, including exchanges and training programs, have been devoted to assisting the countries of Eurasia (formerly referred to as the New Independent States [NIS]) with their transition to democratic governance and a market economy. In FY 2000, 35 federal organizations administered programs in Eurasia involving well over 24,000 participants with a federal expenditure exceeding \$200 million.<sup>3</sup> This level of investment has led to concerns over appropriate coordination, performance measurement, and sustainability. Congress has encouraged the IAWG to examine duplication and overlap in this region. In response, the IAWG has embarked on a major study of international exchanges and training activities in Eurasia. The IAWG will not only examine the issue of duplication, but will also review other areas of interest to the exchanges and training community. The IAWG's Eurasia project will be completed in Spring 2002, culminating in the publication of a special IAWG report. A synopsis of the IAWG's study, to date, appears in Chapter VI.

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<sup>3</sup> The IAWG estimates that the number of Eurasian program participants is well over 24,000, as this figure does not include a substantial number of technical advisors who conduct training nor many program participants who receive training in their home country.

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## CHAPTER II: FY 2000 INVENTORY OF PROGRAMS

The IAWG serves, as mandated by Congress and the President, as a clearinghouse of information on federally-sponsored international exchanges and training activities. The foundation of the IAWG's clearinghouse efforts is the annual *Inventory of U.S. Government-Sponsored Exchanges and Training Programs*. The information contained in the inventory illustrates the extensive depth and breadth of U.S. exchanges and training activities around the world and demonstrates the important role these activities play in meeting U.S. foreign policy goals. Moreover, the foreign affairs community within the U.S. Government can use the inventory as a resource to assist them in reducing, avoiding, and eliminating duplication and overlap as they plan and implement their international programs.

As noted in Chapter I, the IAWG now publishes the *Inventory of Programs* as a separate document, as opposed to including it in its entirety in the appendices of this report. This procedural change acknowledges the value of the inventory in its own right, gives a tighter focus to the inventory as a report, and makes the data within it easier to access and use. The IAWG publishes the inventory electronically, as it does with all its reports, to ensure the widest possible distribution to interested individuals and organizations. A limited number of print copies are produced for those without Internet access.

The complete *FY 2000 Inventory of Programs* is available on the IAWG's website ([www.iawg.gov](http://www.iawg.gov)) at [http://www.iawg.gov/info/reports/public\\_indexreports.html](http://www.iawg.gov/info/reports/public_indexreports.html).

### INVENTORY OVERVIEW

The IAWG works closely with federal departments and agencies to compile data showing the magnitude of U.S. Government-sponsored international exchanges and training activities that take place in a given fiscal year and to demonstrate how these programs address U.S. foreign policy goals. The Executive Order that created the IAWG defines U.S. Government-sponsored international exchanges and training activities as the "movement of people between countries to promote the sharing of ideas, to develop skills, and to foster mutual understanding and cooperation, financed wholly or in part, directly or indirectly, with United States Government funds." This broad definition encompasses a wide range of programs that address myriad foreign policy goals and utilize varied approaches and methodologies.



## FY 2000 INVENTORY OF PROGRAMS

Since the IAWG's inception, we have striven to develop a process that enables us to capture accurate and complete data. We expanded our outreach to program administrators and made vast improvements to our data collection system. Feedback (in the form of positive reinforcement as well as constructive criticism) from our contacts in the various agencies helps us to refine the process even further. Yet, collecting this data and reporting it in a uniform fashion remains one of our most difficult tasks.

Many agencies face internal data management challenges that inhibit their ability to fully report on their international exchanges and training activities. In addition, agencies collect and report data in vastly different ways. Some entities, for example, report only those program participants who cross international borders, while others include program participants who were trained in their home country. Counting individuals trained in their home country greatly improves the clarity of program data and presents a more accurate illustration of the impact of U.S. investments in this area. Without these figures, the IAWG can not calculate the true impact of overseas training programs.

Financial data also presents problems. Many agencies do not maintain data on non-U.S. Government contributions to programs and/or do not compile separate financial statistics on exchanges and training components of larger programs. In sum, there is no single across-the-board approach to, or mechanism for, record-keeping by federal agencies involved with international exchanges and training programs.

The complete *FY 2000 Inventory of Programs* is divided into three primary sections:

Section I: Summary Inventory Information – includes charts and graphs illustrating the dispersal of international exchanges and training programs (by number of participants) among federal sponsors and throughout the regions of the world. It also includes information on the types of programs represented and the U.S. national interests addressed by each program.

Section II: Participants by Region/Country – includes tables indicating the aggregated number of U.S. and foreign exchanges and training participants by world region and country.

Section III: Agency Program Inventories – provides a detailed organization-by-organization accounting of every international exchanges and training program reported to the IAWG.

Summary information from the inventory is included below.

## FY 2000 INTERNATIONAL EXCHANGES AND TRAINING DATA

<b>Total Number of Reported Programs</b>	175 (includes aggregates of many smaller programs)
<b>Departments/Agencies Reporting</b>	14 Departments, 26 Independent Agencies
<b>Total Number of Participants</b>	165,707*
<b>U.S. Participants</b>	39,160
<b>Foreign Participants</b>	126,547*
<b>Total USG Funding</b>	\$1,068,712,963
<b>Department/Agency Appropriations</b>	\$777,019,145
<b>Interagency Transfers</b>	\$291,693,818
<b>Total Non-USG Funding</b>	\$629,341,595

## FY 2000 INVENTORY OF PROGRAMS

<b>Foreign Governments</b>	\$454,658,147
<b>Private Sector (U.S.)</b>	\$93,820,493
<b>Private Sector (Foreign)</b>	\$77,528,435
<b>International Organizations</b>	\$3,334,520
<b>Total All Sources of Funding</b>	\$1,698,054,558

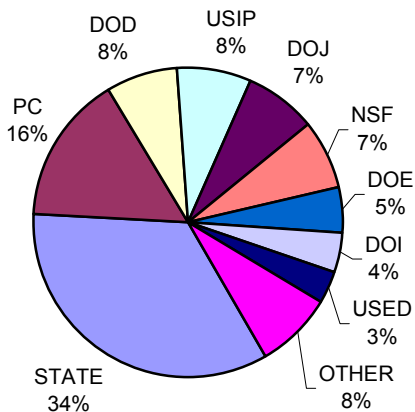
\*Includes only a small portion of participants trained in their home countries

### ***Federal Sponsors***

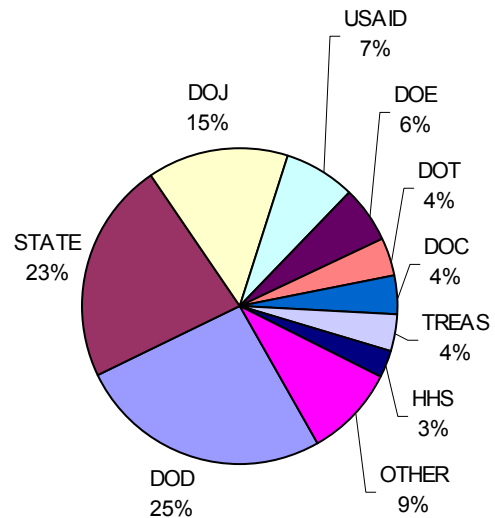
For FY 2000, 14 Cabinet-level departments and 26 independent agencies reported 175 international exchanges and training programs to the IAWG. Several of these, most notably those submitted by the State Department's Bureau of Educational and Cultural Affairs, the Department of Energy, and the U.S. Agency for International Development, reflect aggregates of numerous smaller programs and activities. Thirty-two previously reported programs (from either fiscal years 1998 or 1999) were not included in the FY 2000 inventory. The majority of these have either been discontinued or had no program activities in FY 2000. Data from eleven other programs that had previously been reported individually were aggregated and included with other program activities. Eight new programs were added to the inventory.

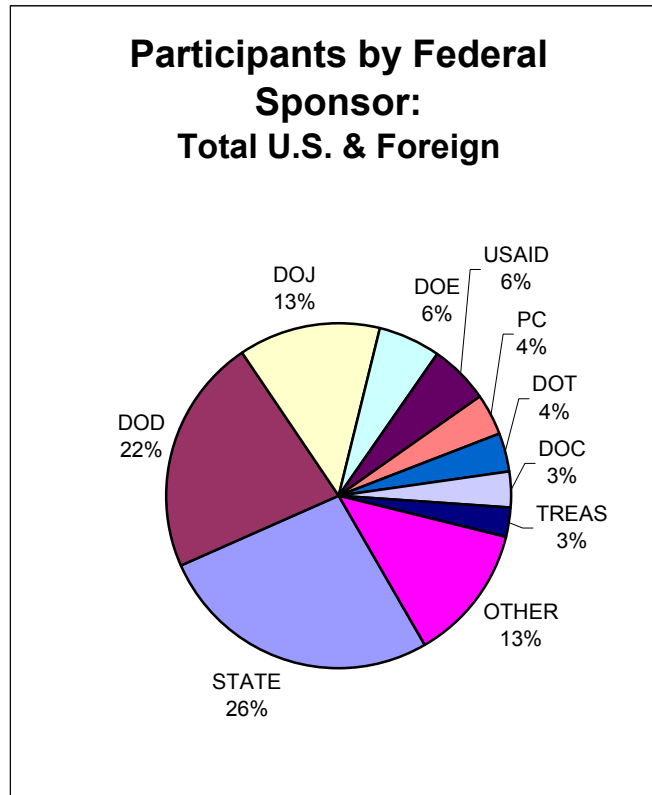
The charts below and on the following page show the primary federal program sponsors according to the number of reported program participants. Please note that U.S. technical advisors who conduct training as part of their overall program efforts may have been omitted from the data reported to the IAWG in FY 2000.

**Participants by Federal Sponsor:  
U.S. Participants**



**Participants by Federal Sponsor:  
Foreign Participants**

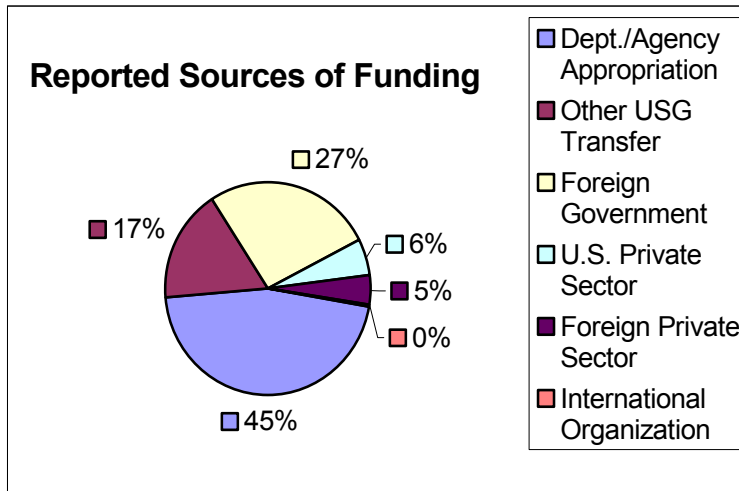




### ***Funding Data***

Data submitted reflect the expenditure of \$1.068 billion in federal funds, 73 percent of which is represented by department/agency appropriations and 27 percent by transfers between departments and agencies. Federal investment leveraged approximately \$630 million from non-U.S. Government sources. These non-USG contributions reflect 27 percent in contributions by the private sector (15 percent U.S. and 12 percent foreign), 72 percent by foreign governments, and less than 1 percent by international organizations.

The IAWG estimates that actual non-USG contributions to exchanges and training programs exceed the reported figures. Approximately half of the federal organizations providing data to the IAWG do not actively track nor report non-USG contributions to their programs. This is important because the ability of U.S. Government programs to leverage non-U.S. Government funding support demonstrates not only the value of these programs, but the ability of the U.S. Government to achieve substantial programming yield with limited outlay.



The majority of reporting agencies do not associate funding information with specific countries. While 86 percent of the funding reported to the IAWG is broken down by geographic region, only 37 percent is identified specifically by country.

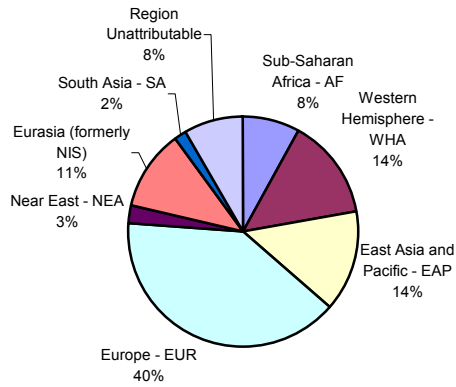
Geographic Region	Reported Funding (USG and Non-USG)	Percent of Total
East Asia and the Pacific	\$222,270,238	13%
Europe	\$405,006,929	24%
Near East	\$214,570,566	13%
Eurasia	\$250,474,676	15%
South Asia	\$29,205,188	2%
Sub-Saharan Africa	\$139,135,017	8%
Western Hemisphere	\$187,107,922	11%
Not Attributed	\$250,284,022	14%

### ***Geographic Distribution of Participants***

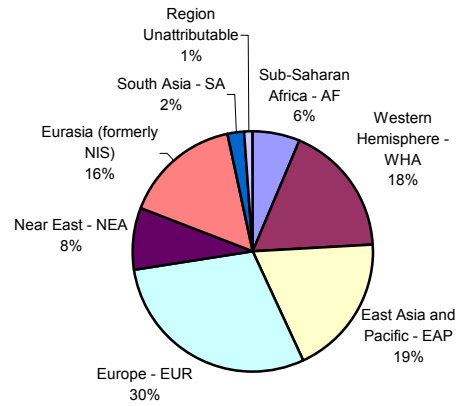
U.S. Government-sponsored international exchanges and training programs are implemented in or involve participants from over 200 countries throughout the world. The charts on the following page display these participants, divided by primary world regions.

## FY 2000 INVENTORY OF PROGRAMS

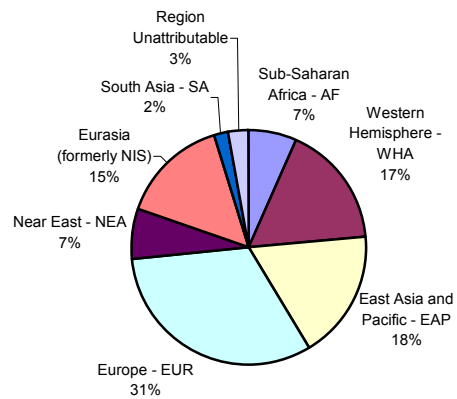
**Participants by World Region:  
U.S. Participants Traveling To**



**Participants by World Region:  
Foreign Participants Traveling  
From**



**Participants by World Region:  
Total U.S. & Foreign**



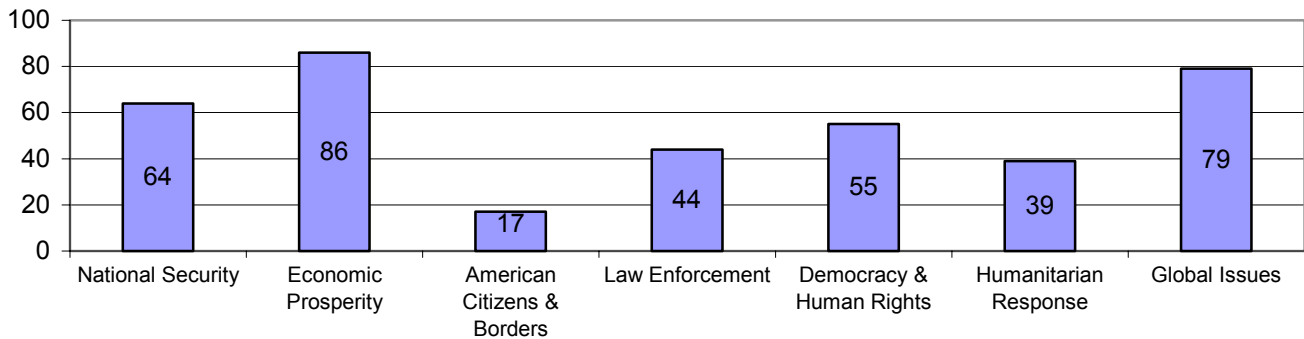
## Foreign Policy Goals Addressed

The diversity of U.S. Government-sponsored international exchanges and training programs is further illustrated by the wide range of U.S. foreign policy objectives they support and the degree to which they promote U.S. national interests. The State Department's *International Affairs Strategic Plan* identifies seven fundamental areas that directly affect Americans:

- National Security – includes ensuring U.S. security by promoting regional stability and eliminating the threat of weapons of mass destruction
- Economic Prosperity – includes promoting open markets, U.S. exports, and economic development
- American Citizens and Borders – includes protecting American citizens traveling and living abroad and controlling the manner in which immigrants and nonimmigrants travel to and remain in the United States
- Law Enforcement – includes minimizing the impact of international crime, reducing the flow of illegal drugs, and reducing international terrorist attacks
- Democracy and Human Rights – includes increasing foreign adherence to democratic practices and respect for human rights
- Humanitarian Response – minimizes human suffering abroad
- Global Issues – addresses important global topics such as the environment, promoting human health, and stabilizing population growth

The following illustrates the number of international exchanges and training programs that support the national interests listed above. Many programs address more than one national interest.

**Number of Programs Addressing Specified National Interests**



The information contained in the *FY 2000 Inventory of Programs* and outlined above demonstrates the extensive role played by international exchanges and training programs in the conduct of U.S. foreign policy. Spanning world regions, dispersed among the majority of federal agencies, and involving partners from diverse economic and social sectors, international exchanges and training programs enable stakeholders in the United States and abroad to break down geographic barriers and forge relationships that enable us to explore, promote, and achieve common goals.

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## CHAPTER III: PARTNERSHIP

The ability of the federal government to implement quality exchanges and training programs addressing U.S. foreign policy goals around the world increases dramatically with the assistance of partner organizations. In FY 2000, the U.S. Government leveraged approximately \$630 million (or \$1 for every \$1.70 of USG funds spent) from various non-USG sources. This number, however, greatly underrepresents the true amount of leveraged funds, as approximately half of the organizations submitting data to the IAWG do not track or report information on non-USG contributions to their programs.

The importance of public-private partnerships to international exchanges and training was emphasized in the IAWG's Presidential and Congressional mandates, which call for the IAWG to develop "strategies for expanding public and private partnerships in, and leveraging private sector support for, United States Government-sponsored international exchange and training activities." To address this mandate, the IAWG formed a study group to review public-private partnerships. It is comprised of individuals from various government agencies who discuss major issues of partnership, develop case studies of public-private sector cooperation that can spark ideas and inspiration in program administrators, and review best practices that may be replicated in other exchanges and training programs. The study group conducts its activities electronically via e-mail and the Internet. It is important to note here that to be effective in dealing with partnership issues, which are often expansive in nature and scope, the study group has found that it must devote itself to projects that are ongoing and/or long term. Some activities overlap from one year to the next, while others take place throughout the year. The study group has undertaken the following:

Websites: Recognizing the importance of sharing pertinent information on public-private partnerships with those in the international exchanges and training community at large, the study group dedicates a section of the IAWG's public and private websites to partnership issues. There, the study group periodically and continually publishes survey results, case studies, and examples of best practices. It also provides links to nongovernmental partner organizations and other pertinent websites. The study group updates the information on the IAWG's websites throughout the year to keep readers informed about developments in the partnership field.

Surveys: The study group has collaborated with program administrators in the public and private sectors to develop and distribute two information surveys that would be used as a means of assessing the current state of public-private partnerships. The first survey, distributed in 1999, targeted public sector administrators of international exchanges and training programs. The survey results were highlighted in

the IAWG's *FY 1999 Annual Report*. The second survey, distributed in 2000, focused on nongovernmental organizations that partner with the federal government. Detailed results of both surveys appear in the partnership section of the IAWG's websites. Additional information and analysis of the 2000 survey results appears later in this chapter.

### ***Definition of Partnership***

The IAWG broadly defines a partner as an entity that has established a formal relationship with a funded U.S. Government agency to cooperate on a specific training activity, exchange, research project, or joint mission that seeks to promote the sharing of ideas, develop skills, stimulate human capacity development, or foster mutual understanding and cooperation. Various mechanisms link partners, including memoranda of understanding, protocols, bilateral accords, grants, contracts, cooperative agreements, and administrative directives, such as designation as an exchange visitor program sponsor under the J visa.

Public-private partnerships, therefore, are arrangements among various governmental and nongovernmental entities for the purposes of providing important services, activities, and programs that comprise international exchanges and training. These partnerships may vary in size and content and the degree of involvement by all sectors, but the one commonality that exists among these relationships is the ability to help leverage and stretch federal dollars.

To implement international exchanges and training programs, the U.S. Government partners with many different types of institutions: other federal agencies, state and local governments, foreign governments, U.S. and foreign institutions of higher learning, U.S. and foreign nonprofit organizations, U.S. and foreign for-profit organizations, and international organizations.

Partnerships can be:

- Project or program specific with collaboration centered on the design and implementation of a particular project or program or individual activity
- Host country specific or region specific with collaboration centered on a stated goal in a given country or world region
- Globally thematic in nature, with a stated mission involving many types of partners collaborating on a variety of projects, programs, or activities that focus on strategic overarching themes

### ***FY 2000 Leveraging***

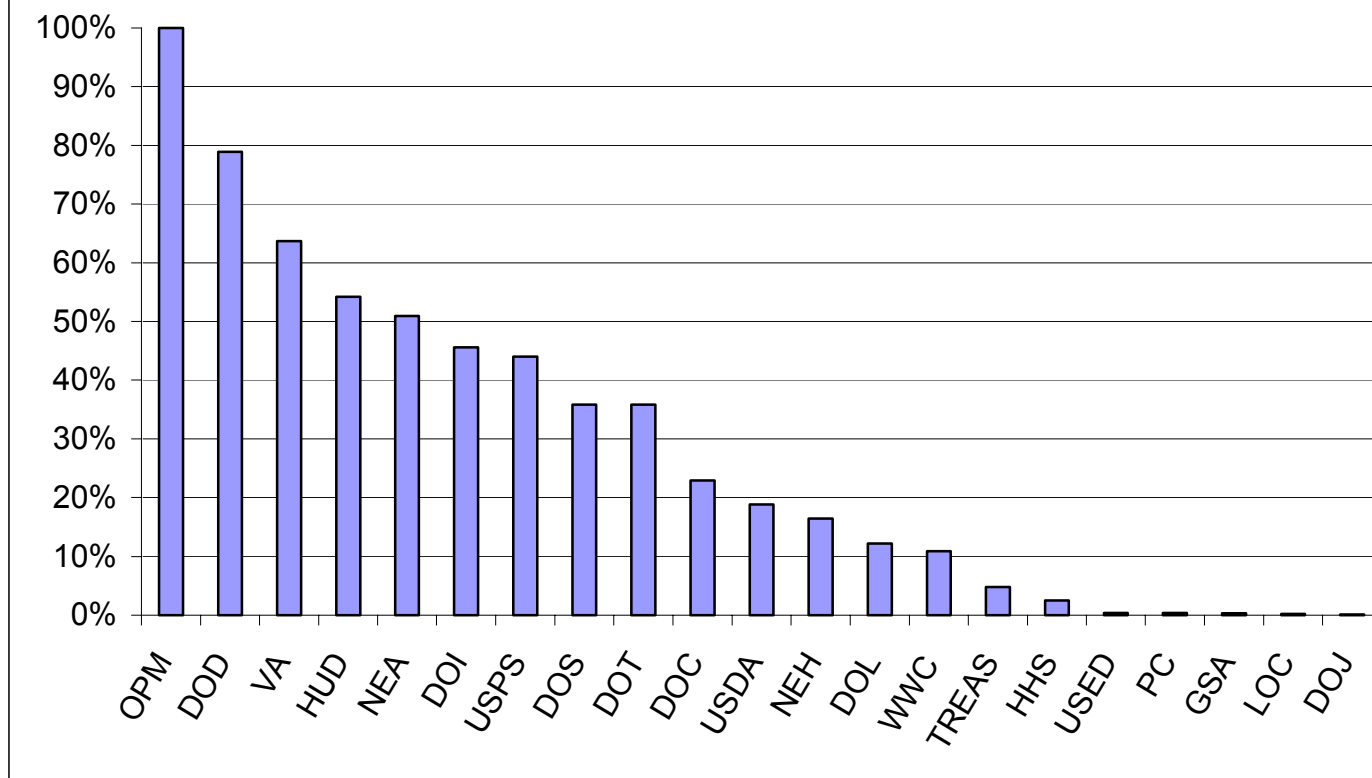
As noted above, federal administrators reported receiving approximately \$630 million in outside funds in support of FY 2000 international exchanges and training activities. This represents approximately 37 percent of total monies expended on mandated federal programs and other international exchanges and training services and activities.<sup>4</sup> Leveraged non-USG support represents 27 percent in contributions by the private sector (15 percent U.S. and 12 percent foreign), 72 percent by foreign governments, and less than 1 percent by international organizations.

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<sup>4</sup> This dollar figure from the *FY 2000 Inventory of Programs* does not reflect all non-USG monies spent on international exchanges and training programs and may include funding for larger programs that include exchanges and training. Also, many federal entities that report data do not track all non-USG funding, notably when monies do not pass through individual departments and agencies.



## Percentage of FY 2000 Total Program Costs Leveraged From Non-USG Sources by Agency



For a key to organization abbreviations, please see Appendix A. The information included in the chart above was obtained from the *FY 2000 Inventory of Programs*. Federal entities not listed above either did not have any cost-shared programming or did not track non-USG funding sources.

## SURVEYS

The IAWG reported in its *FY 1999 Annual Report* the results of its first collation of information on public-private partnership. The IAWG had received 42 completed surveys, representing 46 federal programs from 17 federal departments and independent agencies (or approximately 25 percent of reporting programs). From these survey responses and information gathered from the IAWG's partnership study group, the IAWG made general observations regarding potential benefits and challenges to partnership, and offered recommendations for strategies that federal departments and agencies could use to enhance public-private partnerships in international exchanges and training programs.

This year the IAWG collaborated with the Alliance for International Educational and Cultural Exchange, an association of nonprofit organizations comprising the international educational and cultural exchange community in the United States, to distribute over 400 surveys to private sector organizations. The Alliance sent the survey to its 62 members and 42 International Education and Training Coalition

affiliates. The IAWG gave the survey to 114 federal program managers for distribution to their nongovernmental partners. It also sent the form directly to 193 additional nongovernmental organizations. The IAWG received survey responses from 28 private sector organizations that collaborate on 40 distinct federal international exchanges and training programs. While the rate of return on the surveys was somewhat disappointing, the private sector surveys have enabled the IAWG to augment and refine its findings and recommendations from the previous year.

With both surveys completed, the IAWG is attempting to develop a fuller picture of existing international exchanges and training partnerships; one that reveals areas of private sector concern in federal partnership relationships, identifies best practices in the sector, and provides additional case studies for review.<sup>5</sup>

## EXPANDING PUBLIC-PRIVATE PARTNERSHIPS

Based on the information gathered from the IAWG's partnership study group last year and the results of its two distinct partnership surveys, the IAWG makes the following general observations regarding potential benefits and challenges to partnership, and offers strategies that organizations can use to enhance public-private partnerships in international exchanges and training programs.

### ***Potential Benefits of Public-Private Partnerships***

While emphasis is routinely placed on the financial benefits of public-private partnerships, most specifically the increased program yield that can be achieved, there are many other equally important benefits derived by both public and private sector partners.

Relationship Building – Public-private partnerships foster the development of collegial relationships among U.S. Government sponsors and their partner organizations. These relationships create bridges to understanding among a broad range of U.S. and foreign nongovernmental organizations, host governments, and federal partners in the international exchanges and training community. These ties can result in increased awareness of, and respect for, each sector's culture and constraints.

Improved Use of Resources – Public-private partnerships enhance the scale and scope of each sector's activities by pooling and more effectively allocating limited resources. These relationships enable more efficient and cost-effective program administration through economies of scale and through fundraising and other collaborative cost-sharing/cost-reduction efforts. Often, they also enable a more efficient and timely mobilization of resources.

Improved Capabilities & Program Enhancement – Successful collaboration and coordination among all partners help contribute to well planned and executed federal programs. Overall programming and administrative capabilities are enhanced by the positive synergy generated by sharing technical and other professional expertise. Through cooperation and collaboration, programs become more transparent. And, shared administration leads to more balanced program oversight.

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<sup>5</sup> Detailed private sector survey results, instances of best practices, and resulting case studies are found on the IAWG partnership websites.

**Organizational Growth** – Public-private partnerships provide direct benefits to the individual organizations involved. Shared responsibility and investment reduces organizational risks associated with program development and implementation. Partnership yields vast opportunities for improved expertise, ranging from the acquisition of skills and abilities associated with administrative and programmatic functions to the development of public policy expertise in both sectors. Partnership fosters opportunities to learn about new markets, demonstrate social responsibility, and generate new revenue. Finally, partnerships can create volunteer and employment opportunities in both the public and private sectors.

### ***Challenges to Public-Private Partnerships***

Despite the many benefits of public-private partnerships, significant challenges to truly collaborative relationships still remain.

**Jurisdiction** – Tension over jurisdiction can occur either when federal programs partner with other federal programs or with non-USG entities. Problems arise when partnered organizations have diverse and/or competing goals, values, and perspectives. Confusion regarding program ownership can arise when funding and oversight partners are not housed within the same federal entity or when a non-USG partner has a higher profile than the sponsoring federal entity. When this occurs between public and private partners, it can lead to a perceived loss of federal program goals and vision and the misconceived notion that partnerships weaken the federal government's ability to implement its policies or regulate its programming. Federal entities sometimes respond to this perceived threat with tighter jurisdictional controls, which, in turn, can lead to concerns that the federal government is engaging in micromanagement. Additionally, the decentralization of decision-making processes can lead to miscommunications and exacerbate jurisdictional concerns.

**Impact on Resources** – Partnerships can tax resources. Considerable expenditures of time are required by personnel – who may already be inundated with other duties and in short supply – to obtain funding, plan, implement, nurture, and maintain partnerships. Additionally, sharing responsibilities with partner organizations can create the potential for loss of federal jobs or decreased staffing levels. Similarly, reductions or adjustments within federal programs can have negative effects on the human resource base within partner organizations.

**Administrative Barriers** – Few institutional mechanisms (formal or informal) exist to garner private sector support for public programs. Those that do exist are often complicated and may be marred by inconsistent applications and administrative and reporting procedures. Federal grants constitute a major mechanism for working with nongovernmental partners, but there is a perceived lack of transparency in the federal grantmaking process. Comparable problems exist when partnering with entities in foreign countries, where uncertainty about economic and trade policies, laws, regulations, and business practices can present myriad challenges.

**Apathy** – Despite the numerous benefits that can be derived from partnerships, there remains a degree of inattentiveness on the part of the federal government to partnering opportunities. This is mirrored by foreign governments that display an uneven and/or inconsistent interest and long-term commitment to USG international exchanges and training opportunities.

### ***Recommendations for Fostering Public-Private Partnerships in International Exchanges and Training***

The benefits of public-private partnerships far outweigh the costs and challenges. Federal entities need to explore ways to leverage resources and strengthen capacity building through cost sharing and in-kind and indirect support from all sectors.

Foster a Positive Partnership Environment – Federal entities need to create a supportive institutional environment in which partner relationships can flourish. To do so, they need to identify and address areas in government where impediments to partnership may exist, develop and support clear policies that encourage partnership-building, and set the tone for transparency by creating solid financial and technical regulatory frameworks. A critical step is to streamline and standardize federal grantmaking, contracting, and other administrative and programmatic requirements and procedures.<sup>6</sup>

Marketing – Federal organizations need to take a proactive stance toward partnerships by identifying existing nonpartnered federal programs that could benefit from partnerships and then develop marketing strategies and seek venues to actively solicit private sector support. Additionally, they should highlight the positive impact of international exchanges and training activities on U.S. domestic and foreign affairs to overseas and domestic audiences. This can be accomplished in part by promoting contacts between American and foreign citizens in ways that support U.S. national interests.

Collaboration – Federal entities need to promote continued dialogue among all sectors to define common goals and remove potential obstacles to partnership. They also need to provide opportunities for host country public and private sector organizations to plan and develop more bilateral results-driven exchanges and training plans that take into account not only U.S. objectives, but also host country national policies and priorities. Finally, federal entities need to recognize and acknowledge publicly the valuable contributions that current private sector partner organizations make to federal programming in pursuit of U.S. international affairs strategic goals.

## **CASE STUDIES**

Successful international exchanges and training activities conceived, managed, and executed as partnerships can serve as useful models for government departments and agencies seeking to implement or expand their international activities. A number of public and private sector entities identified themselves as best practice organizations in the IAWG's partnership surveys. A brief list of those organizations, along with their rationale for self-selection as such, appears below. (Detailed individual case studies on these organizations appear in the partnership section of the IAWG website.)

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<sup>6</sup> Public Law 106-107, the Federal Financial Assistance Management Improvement Act of 1999, requires each federal agency to develop and implement a plan that streamlines and simplifies the application, administrative, and reporting procedures for federal financial assistance programs (which includes grants made to organizations supporting U.S. Government-sponsored international exchanges and training). In recognition of the need for a coordinated interagency approach to ensure strong fiscal management of federal grant funds and for reduced grantee burden, streamlining and simplifying federal grants management was designated as a Priority Management Objective (#11) in the President's 2001 budget.

- **U.S. Department of Commerce (DOC)**

Special American Business Internship Training (SABIT) Program

The SABIT program supports the restructuring of economies in the New Independent States of the Former Soviet Union, now referred to as Eurasia, through U.S. business internships. Not only has the SABIT program brought federal and nongovernmental partners together to develop and implement the award-winning program but, more importantly, has provided training to over 1,750 Eurasian executives, forging hundreds of partnerships between American and Eurasian businesses, including joint ventures, distributorships, and collaborative research. In turn, these relationships have generated over \$165 million in revenue for U.S. and Eurasian businesses.

- **National Endowment for the Humanities (NEH)**

The Endowment encourages individuals and organizations to help support NEH-sponsored projects. An offer of NEH matching funds requires a grantee to secure gift funds from third parties before federal funds are awarded. By offering potential donors the opportunity to double the impact of their gifts, matching grants are intended to stimulate private support for projects in the humanities.

- **U.S. Department of Agriculture/Foreign Agricultural Service (USDA/FAS)**

Cochran Fellowship Program

The Cochran Program provides short-term training on U.S. economic policies for agriculturalists from 47 middle-income countries of the world. The program has helped to resolve certain trade disputes, decrease some non-tariff trade barriers, and foster collaboration between the public and private sectors of the United States and the participating countries. Benefits of partnering include cost savings to the program, relevance of training to increased trade linkages, networking opportunities for Fellows, and networking opportunities for U.S. agribusinesses.

- **The Center for Civic Education**

Through a variety of partnerships with the federal government and other entities including 28 U.S. states, the nonprofit Center has been instrumental in the exchange of over 2.9 million students, educators, and leaders. It also has provided technical assistance and mini-grants to support the development and improvement of civic education in over 30 foreign countries.

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## CHAPTER IV: INTERAGENCY COORDINATION

By improving the coordination of U.S. Government-sponsored international exchanges and training, policy makers hope to eliminate unnecessary duplication and overlap, encourage complementary programming, and propagate administrative and programmatic best practices. Various mechanisms for coordinating international exchanges and training programs already exist throughout the federal government. Three in particular provide structures through which policy planners and program administrators collaborate to ensure that U.S. goals are being met with minimum duplication of effort and maximum results. These three mechanisms are the Mission Performance Plan (MPP) process, which is spearheaded by the Department of State and involves all federal departments and agencies with an overseas presence; special coordinators for specific overarching themes/regions/types of programs; and interagency entities, ranging from statutorily/presidentially mandated working groups to ad hoc task forces and committees. Each of these can play a crucial role, and yield positive results.

### MPP PROCESS

The IAWG, through its country field studies<sup>7</sup>, has continuously stressed the primary role of overseas missions in coordination. While Washington agencies can work together to avoid obvious unwarranted duplication, they rely on mission personnel to ensure that programs address critical needs and reach appropriate audiences. Additionally, the mission may find that programs that appear to be superficially duplicative are in reality complementary because of the means by which they are implemented, the audiences toward which they are directed, or the overriding demand for a particular type of program in a targeted country. A recent independent task force report on State Department reform, cosponsored by the Council on Foreign Relations and the Center for Strategic and International Studies, supports the role of ambassadors in coordinating the activities of agencies overseas and calls for guidance to be promulgated that “strengthen[s] the coordinating authority that ambassadors exercise over officials representing the numerous U.S. Government agencies operating out of our embassies.”<sup>8</sup>

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<sup>7</sup> The IAWG conducts country-specific field studies to provide a broader and more representative view of international exchanges and training programs and to share best practices. The IAWG has found that relationships among federal entities in the field are analogous to those among the same entities in Washington. Field studies have been conducted in the Dominican Republic, Georgia, Morocco, Poland, South Africa, and Thailand.

<sup>8</sup> “Independent Task Force Report: State Department Reform,” cosponsored by the Council on Foreign Relations and the Center for Strategic and International Studies, Frank C. Carlucci, Chair, p.15.

**Profile: Defense Security Cooperation Agency (DSCA) and the MPP Process**

DSCA has been working for some time on improving how it interfaces with the State Department's MPP. This effort has several facets. The overall effort is geared toward seeing that the strategy of DSCA, the Joint Chiefs of Staff (JCS), and regional unified commanders in chief (CINC) complements, and is reflected in, State's MPP process. DSCA is taking steps to formalize its approach.

With regard to the MPP process itself, security assistance officers at missions throughout the world work with the country teams to identify programmatic and budget priorities for DSCA-related programs (International Military Education and Training Program and Foreign Military Financing/Foreign Military Sales Programs). Country-level plans and requests are then forwarded to the regional CINCs for reconciliation with regional DOD objectives.

The regional CINC's priorities and budget requests are forwarded to the JCS for further refinement to ensure alignment with national strategic objectives.

JCS sends these requests/requirements to DSCA. These are integrated with multiyear training plans. These plans formerly had a two-year cycle, but are being converted to a five-year cycle to provide a longer-range perspective. The results of the process on the DOD side are fed back into State's MPP process.

This entire DOD process is being automated into a web-based budgeting/performance measurement system. Security assistance personnel at all levels (country-level, regional CINC-level, and above) will be able to input requests/requirements directly into the electronic system for tracking and refinement all the way up the chain. The electronic system will tie requests to performance measurements which are being/have been developed. These measures identify how program components (continued)

The MPP process, discussed previously in the IAWG's *FY 1997 Annual Report*, is the U.S. Government's single budget-related planning process that defines U.S. national interests in foreign countries and coordinates achieving performance goals in these countries among U.S. Government agencies. The MPP framework enables individual country teams and agency representatives in Washington to work collaboratively to define priorities, articulate goals, and request/allocate resources accordingly. This process encourages agencies to relate program accomplishments to government-wide strategic goals.

Shortly after its inception, the IAWG briefly reviewed the MPP process and recommended that it stress inclusiveness to maximize its benefit to the exchanges and training community. The IAWG believed that many key program administrators might not be aware of the collaborative aspects of the MPP process, most especially the Washington-based review, and recommended that meetings be open and documents made available to all interested agencies.

The MPP process is now in its third full cycle. (Performance Plans for FY 2003 were submitted in the spring of 2001.) Although the MPP process remains a work in progress, improvements have been made and a high level of cooperation by numerous agencies has occurred. The process is still primarily used as a budgeting tool, but the State Department is working to enhance the performance measurement aspects of the planning process. The State Department has demonstrated its ongoing commitment to the MPP process by standardizing the process to facilitate the development of plans overseas, continuing outreach efforts to ensure that key players are brought to the table, and creating an office headed by a Deputy Assistant Secretary in the new Bureau of Resource Management to support strategic planning.

Despite these efforts, concerns linger that key players in Washington may not be fully engaged in the review of the Mission Performance Plans. It is unclear whether this lack of involvement signals the need for better outreach by the State Department or the need for greater receptiveness by interested departments and agencies.

***(DSCA Profile Continued)***

tie into priorities defined by the MPP/DSCA budgeting process. The budgeted program items are collected/presented in such a way that follow-on budgets are tied to previous years' program performance. The performance measurement system was developed in a flexible, extensible way so that both qualitative and quantitative information can be captured as evidence of program performance/justification. That is, country teams/budgets are not so rigidly tied to existing quantitative performance measures; descriptive, anecdotal program performance information can be captured to provide a more complete picture.

Additionally, some policy planners and program administrators question whether all elements at the State Department are equally engaged in the MPP process. Regional bureaus work in concert with the planning staff at State to administer the MPP process. However, much of the funding for targeted programming resides within State's functional bureaus. These bureaus may have parallel processes designed to assess needs and allocate resources. For instance, the Bureau of International Narcotics and Law Enforcement Affairs annually sends cables to the field calling for mission requests for assistance and training programs. Care must be taken to ensure that these processes intersect with the MPP process and that priorities reflected through one planning mechanism are echoed in others.

Yet another continuing concern is representation in the MPP process of program entities who have an interest in a particular country/region, but no presence in-country. These entities are not represented in the initial mission-based plan formulation stage. It is unclear whether adequate effort is made to consider their needs and objectives at later phases in the process.

## COORDINATORS

Since the IAWG began reviewing the issue of interagency coordination and cooperation, four special coordinators, all housed at the Department of State, have played a role in coordinating international exchanges and training programs. The responsibilities of two of these coordinators (for U.S. assistance to the New Independent States [NIS] and the Support for East European Democracies [SEED] program) have been merged under the Coordinator for U.S. Assistance to Europe and Eurasia. Another, the Senior Coordinator for Women's Issues, has been reconstituted under the Bush administration. The mandate of the Senior Coordinator for Rule of Law has expired.

Coordinator for U.S. Assistance to Europe and Eurasia – One of the longest standing, and arguably most engaged, centralized coordinating entities for international exchanges and training programs over the past decade has been the Coordinator for U.S. Assistance to the NIS, now the Coordinator for U.S. Assistance to Europe and Eurasia. The coordinator oversees policy and program coordination for all assistance (including exchanges and training programs, as well as the SEED program) to the region. A full profile of the role of the coordinator appears in Chapter VI.

Unlike the other two coordinators mentioned, this coordinator has the "power of the purse"; he or she disperses funds allocated under the FREEDOM Support and SEED Acts. This dramatically increases the profile of the coordinator and the degree to which proactive coordination is possible. Agencies and missions overseas work closely with the coordinator's office to develop strategies and programs that address needs in the region and tap into agencies' areas of programming expertise.

The coordinator's effectiveness, as noted in Chapter VI, can be traced both to the personal style of the current coordinator (Ambassador William B. Taylor, who is known as being inclusive and involved) and to the power vested in the coordinator by the President and Congress.



Senior Coordinator for Women's Issues – The Office of the Senior Coordinator for Women's Issues originated under the Clinton administration and will be continued under the Bush administration. The coordinator deals with a diverse range of women's issues, including human rights, political and economic empowerment, health, and prevention of crimes against women. The coordinator integrates these diverse issues across multiple State Department components with jurisdictional responsibilities and cooperates with other government agencies and the White House. The Bush administration has not yet named a new coordinator.

The Senior Coordinator for Women's Issues faces one primary challenge not shared by the Coordinator for U.S. Assistance to Europe and Eurasia – worldwide programming. Since women's issues reach across the entire globe, this office must work closely with every geographic region, balancing regional and functional priorities. The coordinator's office does not disburse, or in any way control, program funding. While this could be seen as a challenge to coordination efforts when viewed from the perspective of the Coordinator for U.S. Assistance to Europe and Eurasia, previous staff of the Senior Coordinator for Women's Issues suggest that the "power of the purse" would prove counterproductive for a coordinator who works with such diverse components. (In the State Department alone, women's issues programs and initiatives exist throughout all six regional bureaus and at least four functional bureaus.) Redirecting funding for such geographically and thematically diverse programs from the Bureaus to a centralized coordinator would not only be administratively unwieldy but might also serve to disengage these components and negatively affect the programs.

Under the previous administration, interagency coordination and cooperation was promoted through the President's Interagency Council on Women (PICW). This body included high-level representatives from over 30 federal departments and agencies. It is uncertain whether this entity, as previously constituted, will continue under the current administration. Regardless, interagency coordination on women's issues will be one of the focal points for the Senior Coordinator's office.

Senior Coordinator for Rule of Law – Although the State Department's Undersecretary for Global Affairs holds overall coordinating responsibilities for rule of law activities, a Senior Coordinator for Rule of Law was established in 1999 on a temporary basis to work with all the U.S. departments and agencies providing rule of law assistance to develop a framework for future U.S. international rule of law assistance efforts. The office of the Senior Coordinator had several mandates. First, the office was to coordinate the rule of law efforts of the relevant bureaus in the State Department and other U.S. Government agencies. The goal was eventually to produce a blueprint that all U.S. Government agencies could consult as they work on international rule of law programs. Next, the office was to develop U.S. Government rule of law strategies for specific countries, with the goal of helping to focus scarce resources on areas where they can do the most good. Last, the coordinator was the principal liaison to the nongovernmental (NGO) community and to businesses and governments that share common rule of law goals. To this end, the office facilitated many interagency meetings during its tenure, both high-level and working-level, that addressed the gamut of rule of law issues, from policy to administration.

The coordinator's office expired in January 2001 at the end of the last administration. Despite significant work in the area of rule of law coordination<sup>9</sup>, there is no single entity that appears poised to assume the diverse array of coordination mandates.

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<sup>9</sup> See IAWG *FY 1998 Annual Report*, Chapter 3, Section 1, "Update on Rule of Law/Administration of Justice Programs." The IAWG profiled the ongoing efforts on several fronts, including the Senior Coordinator for Rule of Law, State Department Bureau of International Narcotics and Law Enforcement, and the Department of Justice.

## INTERAGENCY ENTITIES

The sheer number and diversity of interagency entities, which range from ad hoc committees to formal working groups, make them the most difficult of the three coordination mechanisms to grasp. Entities can be created through a number of instruments including Acts of the President (e.g., Executive Orders, Decision Directives, and Memoranda to Heads of Executive Agencies), Acts of Congress, formal agreements among groups of agencies, and informal networks and committees. All of these, if properly utilized, can establish unparalleled fora for developing and refining policy, sharing program information, comparing best practices, establishing benchmarks, and addressing common issues and challenges.

Since its inception, the IAWG has noted a proliferation of interagency entities created to address a wide variety of programming areas, themes, and administrative functions. These entities themselves are not coordinated and, in some instances, appear to duplicate each other. As far as the IAWG can determine, there is no one central source that contains information on all of these entities. This raises concerns among IAWG members who worry that (1) important contributors might be unintentionally excluded from coordinating fora and (2) valuable human resources might be tied up when personnel attend multiple meetings that duplicate efforts or serve cross purposes.

To be successful, coordination efforts must be inclusive and transparent. The MPP process and the formal coordinators offices are relatively well known and accessible to the international exchanges and training community. However, as noted above, no single source of information on interagency entities affecting exchanges and training programs exists. Therefore, the IAWG has embarked on a long-term project that involves identifying and examining these entities for the purpose of creating an open and freely accessible information resource that will serve government administrators in member and contributing agencies.

### *Interagency Entities Project*

Open communication among program administrators is crucial to promoting coordination, efficiency, and effectiveness among the USG's international exchanges and training programs. The IAWG has always asserted that developing fora for such communication is one of the most useful and effective ways to avoid duplication and overlap and create complementary programming. Based on the number of such fora throughout the federal government, this assumption is not unique to the IAWG. Interagency entities such as working groups, committees, taskforces, or councils all share a common purpose of bringing key players together to share information and plan approaches.<sup>10</sup>

The IAWG launched an initial study of interagency entities in Fall 2000. The IAWG planned to create a catalog/database of all interagency entities that in any way affect U.S. Government-sponsored international exchanges and training programs. However, the change in Presidential administrations necessitated that this project be put on hold temporarily until senior level appointees could take their positions, and the entities could be reevaluated and reconstituted under the new administration.

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<sup>10</sup> For the purpose of the IAWG's study, an interagency entity is a working group, task force, or committee with members from at least two different government agencies that addresses programmatic or administrative issues that could touch on international exchanges and training programs. These entities can be either temporary or permanent. They can be government-only or involve NGOs. While many interagency entities exist that do not address international exchanges and training, the study of these entities is not relevant to the mandates of the IAWG.

A key action of the Bush administration set the stage for an overhaul of the interagency coordination process. National Security Presidential Directive (NSPD) 1<sup>11</sup>, released in February 2001, abolished the existing system of Interagency Working Groups and in its place created 17 National Security Council Policy Coordinating Committees (NSC/PCCs) and tasked that they serve as the main “day-to-day” fora for interagency coordination of national security policy. Six NSC/PCCs were established for geographic regions (Europe and Eurasia, Western Hemisphere, East Asia, South Asia, Near East and North Africa, and Africa), and 11 were established for functional topics (Democracy, Human Rights, and International Operations; International Development and Humanitarian Assistance; Global Environment; International Finance; Transitional Economic Issues; Counterterrorism and National Preparedness; Defense Strategy, Force Structure, and Planning; Arms Control; Proliferation, Counterproliferation, and Homeland Defense; Intelligence and Counterintelligence; Records Access and Information Security). Each of these NSC/PCCs may establish subordinate working groups to assist the PCC in the performance of its duties.

The President later created four additional PCCs: International Organized Crime, Contingency Planning, Space, and HIV/AIDs and Infectious Diseases.<sup>12</sup>

All existing interagency working groups, unless otherwise established by statute, were abolished as of March 1, 2001. However, agencies were given the opportunity to request that these groups be specifically reestablished as subordinate working groups within the new NSC system.

The net results of this process indicated that 46 interagency working groups were abolished and their functions transferred to a PCC; 54 interagency entities were reestablished and will continue functioning as PCC subgroups. Of these reconstituted entities, the IAWG believes that many will have some bearing on international exchanges and training. While many of the interagency working groups associated with policy coordinating committees have been formed to deal with intelligence and national security issues and will not likely affect international exchanges and training activities, at least 20 others focus on specific geographic regions, and thus would be of interest to the exchanges and training community.

The IAWG’s current database includes the 54 entities noted above and an additional 23 interagency entities not under the purview of the NSC. The IAWG will continue to research existing interagency entities, but will also maintain archival records, where information is available, on abolished entities.

The IAWG has initially divided interagency entities into three broad categories:

Geographic: These entities focus on specific countries or regions of the world. It is likely that the activities of these entities will be of high interest to members of the exchanges and training community who implement programming in the corresponding countries and world regions. Entity policy discussions and initiatives could have direct bearing on exchange and training activities. An example of a geographic entity is the Central Africa Subgroup of the Africa Policy Coordinating Committee.

Thematic: These entities focus on a particular theme or topic. Relevance to international exchanges and training programs vary by entity. Two examples of these entities are the Committee on International Science, Engineering, and Technology Policy of the National Science and Technology Council and the IAWG itself.

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<sup>11</sup> The Directive notes that “National Security Presidential Directives shall replace both Presidential Decision Directives and Presidential Review Directives as an instrument for communicating presidential decisions about the national security policies of the United States.”

<sup>12</sup> White House Memorandum, Subject: Policy Coordinating Committees, April 24, 2001.

## INTERAGENCY COORDINATION

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Administrative: These entities address administrative issues or develop joint policies and procedures. Their relevance to the exchanges and training community varies. An example of an entity that has a direct bearing on the way many organizations do business is the Grants Management Committee of the Chief Financial Officers Council.

After the IAWG has populated its database with profiles of existing interagency entities it will provide information on these entities to interested organizations. The IAWG will:

- Provide a printed and electronic directory of these entities to our membership and contributing agencies to increase awareness of what groups exist, what issues they discuss, and how they operate.
- Make recommendations on whether organizations that administer international exchanges and training programs should be involved in these groups and why.
- Study these groups to see if they duplicate one another or if there are areas of synergy that should be explored.
- Identify a few groups to profile in order to share best practices with regard to interagency coordination.

By providing this information to the international exchanges and training community, the IAWG hopes to increase awareness of interagency entities throughout the exchanges and training community and improve program administrator's support of, participation in, and communication with these entities, subsequently improving interagency coordination and cooperation.

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## CHAPTER V: DISTANCE LEARNING

In FY 1999, the IAWG began focusing on distance learning as a viable option to support and expand international exchanges and training. Distance learning permits shared learning by students across great distances, thereby reducing costs associated with travel. It also provides access to skilled instructors who may not otherwise be available for in-country training. For the purpose of this report, learning resources include – but are not limited to – computer-based training, English-language laboratories, video teleconferencing, or Internet-based technologies. These technological resources enable users and providers to share information and to conduct or participate in training activities.

The IAWG's first report on distance learning, published in the *FY 1999 Annual Report*, included a discussion of the results of two surveys on the subject. The IAWG sent one survey to federal agencies based in Washington and the other to overseas missions. Responses to the Washington-based survey indicated that few government organizations use distance learning resources to conduct international exchanges and training programs. However, several agencies also reported that they had the appropriate technology in place to use or adapt for distance learning purposes. Most overseas missions reported in their surveys that they lacked dedicated facilities or equipment to train non-USG program participants. Most also noted that they had distance learning-related resources that could be used for that purpose, such as Digital Video Conferencing (DVC) equipment, satellite teleconferencing equipment, personal computers, laptops, LCD (Liquid Crystal Display) projectors, and Internet access.

The survey findings indicated that the Washington-based agencies and the overseas missions both generally support distance learning as a concept. However, no coherent or consistent view emerged on how to implement distance learning on an interagency basis. Therefore, the IAWG decided to form an interagency panel on distance learning to assess the overall need for distance learning and to determine how best to structure an effort that would leverage distance learning initiatives from all sectors of society as a viable option to support and expand USG international exchanges and training activities.

The IAWG formed the distance learning panel in February 2001 with representatives from the Departments of State (DOS) and Defense (DOD) and the Federal Trade Commission (FTC). The panel established the following objectives:

- Identify high pay-off areas where distance learning could significantly increase the number of international participants that have access to education and training resources provided by the U.S. Government or significantly reduce the cost of providing education and training resources.

- Identify opportunities to collaborate across public and private sectors to support common international exchanges and training goals.
- Ensure that USG organizations that conduct international exchanges and training activities acquire knowledge of and have access to advanced distributed learning expertise and resources that can be used to enhance international exchanges and training activities.
- Adopt common standards for development and delivery of distance learning tools and course content to ensure interoperability and reuse across organizations and commercial systems.
- Establish an online clearinghouse of U.S. distance learning resources that can be made available globally.

In FY 2001 the panel fulfilled two of its objectives: On September 25, 2001, it launched the online clearinghouse, which includes information about the panel's activities and reports, profiles of grants/programs with a distance learning component, links to related sites, and resource contacts. The clearinghouse is attached to the IAWG's Internet site: <http://www.iawg.gov/info/distancelearning>. It will be updated periodically to report on new and emerging developments in the field of distance learning.

In April 2001 the panel, in collaboration with IAWG staff, sponsored a briefing/tour of the Advanced Distributed Learning (ADL) Collaborative Laboratory (Co-Lab) in Alexandria, Virginia, as a way to help inform USG organizations about advanced distributed learning resources and expertise. Approximately 20 people from the Departments of State, Commerce, Education, Justice, and Labor, the Peace Corps, the Federal Trade Commission, the Japan-U.S. Friendship Commission, the National Endowment for the Humanities, and the Agency for International Development attended the briefing.

### ***Background on the ADL Co-Lab***

The ADL Co-Lab Network was created to support the Advanced Distributed Learning initiative. The vision for the ADL initiative is to provide access to the highest quality education and training that can be tailored to individual needs and delivered cost effectively, anywhere and anytime.

To make this vision a reality, DOD and other federal agencies, academia, and industry need a collaborative environment where e-learning stakeholders can share lessons learned, combine efforts, and set common standards for e-learning materials and practices. The ADL Co-Labs provide this environment. The Sharable Content Object Reference Model (SCORM<sup>TM</sup>) is the key ADL technical specification that allows content and tools to be used across multiple learning management systems. The ADL Co-Laboratory Network consists of three facilities: the ADL Co-Lab in Alexandria, Virginia, which serves as the center of operations for all ADL activities, including policy level activities, specifications development and testing, and research; the Joint ADL Co-Lab in Orlando, Florida, which promotes collaborative ADL prototype development and systems acquisitions among DOD components; and the Academic ADL Co-Lab in Madison, Wisconsin, which serves as an academic partner and testing and evaluation link to enhance technology-assisted learning and teaching.

The ADL Co-Labs' goals are to promote and foster collaborative development of models, definitions, and guidelines for the production of shared courseware objects and to develop certification procedures and software for assessing the conformance of courseware prototypes, tools, and shared objects from all sources. In addition, the ADL Co-Labs serve as a clearinghouse for data, information, technical approaches, technologies, and lessons learned that are relevant to ADL. All of these goals are pursued

within the framework designed to meet the DOD's high-level "ilities": interoperability, reusability, affordability, durability, and adaptability. The holdings from these efforts are available to all ADL stakeholders to promote and host collaborative development of ADL courseware prototypes, tools, and sharable objects.

Plugfests provide ADL partners with the opportunity to collaborate side by side to test interoperability of learning management systems and learning content. Plugfests have shown that it is now feasible to interchange learning objects between courses and across organizations and realize significant learning benefits.<sup>13</sup>

Currently, the ADL initiative has over 250 partners in both the public and private sectors. ADL collaborates with these partners in the Plugfests and other settings. Other e-learning organizations such as the IMS Global Learning Consortium, the Aviation Industry Computer-Based Training (CBT) Consortium (AICC), the Alliance of Remote Instructional Authoring and Distribution Networks for Europe (ARIADNE), the Institute of Electrical and Electronics Engineers (IEEE), and the Advanced Learning Infrastructure Consortium (ALIC) also sponsor collaborative efforts within the ADL initiative framework.

The ADL Co-Lab encourages collaboration and partnership with USG agencies, including members of the IAWG. The Co-Lab offers the following to IAWG members:

- A resource of repositories: Members may access the existing repository of learning objects, instruction materials, and content available through the National Guard's pipelines. Members also may access the various Department of Labor offerings.
- Use of facilities: Members may use the facilities at the Co-Lab, on a case-by-case basis, for videoconferences and other technologically based exchanges and training fora.
- Consultation: Members may consult with the Co-Lab on any aspect of advanced distributed learning technology, including how best to ensure that all ADL modules developed under a contract or grant issued by their agency are in compliance with ADL guidelines.

Many of the participants found the ADL Co-Lab briefing arranged by the IAWG to be informative and thought-provoking and are considering various ways they can use this new and evolving technology. As one participant noted, "We already have a number of Internet connectivity projects running, but I would like us to think about what more we could do in the field of distance learning...Internet connectivity is a top issue with the Secretary, and this ADL Co-Lab connection could prove very useful..." In general, participants shared information about the Co-Lab with their colleagues and recommended the Co-Lab's services to other members of the exchanges and training community.

To keep members informed about ADL activities that might interest them, the IAWG created the "IAWG-ADL Alert," an electronic bulletin that is distributed to its members. So far, the IAWG has sent two of these alerts to members.

[For more information about the ADL Co-Labs and the ADL initiative, visit ADLNet at <http://www.adlnet.org>.]

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<sup>13</sup> Approximately two times a year, the ADL Co-Lab sponsors a Plugfest to bring together early adopters of SCORM. Plugfests events provide ADL partners with the opportunity to synchronize the evolution and convergence of commercial authoring tools, learning management systems, and web-based courses with the evolving open-architecture specification.

## DISTANCE LEARNING PROGRAMS: ONE ORGANIZATION'S PERSPECTIVE

As more and more agencies that conduct international exchanges and training programs begin to recognize the growing importance of distance learning throughout the world, many recognize Internet-based learning as a mechanism to increase program participants while maintaining cost-effectiveness. Additionally, distance learning can be utilized to address administrative concerns and/or the needs of personnel assigned overseas.

The IAWG would like to show how a single bureau within the Department of State utilizes distance learning to meet programming goals and enhance administrative capacity. The Bureau of Educational and Cultural Affairs (ECA) presently funds several programs that promote the use of distance learning via the Internet as a means of supporting and expanding international exchanges and training programs. These programs span the globe and encompass a wide variety of programmatic themes and participants. In the future, the IAWG would like to profile other government organizations that have various Internet-based learning programs and/or utilize different approaches to distance learning.

### *Eurasia*

#### Internet Access and Training Program (IATP)

The IATP was established in 1995 with funding from the FREEDOM Support Act (FSA) to support alumni of ECA academic and training programs in the countries of Eurasia (the former Soviet Union). Just as ECA exchange programs expose Eurasian citizens to the American educational system and culture, the IATP opens doors to a world of information and technology. The IATP sponsors public access Internet sites throughout the former Soviet Union, and offers training in how to use the Internet, including how to create a website, how to design distance learning courses and databases, and how to conduct information searches on the World Wide Web. In addition, the IATP conducts a small grants competition to promote online projects in the different communities that it serves. At the present time the IATP supports 112 Internet access sites throughout Eurasia, with plans to open additional sites in the coming years. IATP sites are most often located at public libraries and at universities that provide unrestricted access to ECA alumni and other users, such as educators, journalists, students, and NGO representatives. These host institutions have also agreed to allow IATP staff to provide Internet training seminars on a regular basis. In some cities, the IATP is co-located with ECA alumni centers, at which educational seminars are specifically designed to meet the needs of alumni and their colleagues. In-country IATP coordinators work closely with embassy information resource centers supported by the Bureau of International Information Programs (IIP).

ECA has awarded a grant to Project Harmony (<http://iatp.projectharmony.ru>) to administer the IATP in Russia, and multiple grants to the International Research and Exchanges Board (IREX) (<http://www.irex.org/programs/iatp/>) to administer the IATP in the Caucasus, Central Asia, and the Western Eurasia. Both Project Harmony and IREX are American, nonprofit, nongovernmental organizations, and coordinate IATP activities in close consultation with ECA and the Public Affairs Sections at U.S. Embassies. The IATP also seeks partnerships with other private sector organizations, such as the Open Society Institute, which supports the IATP in Azerbaijan, Kazakhstan, and Uzbekistan through equipment and space donations.



IATP's main goals are:

- To redress the politically enforced isolation of the Soviet era and provide a window on the rich resources of the World Wide Web
- To provide Internet access to alumni of ECA programs and to targeted members of the general public
- To train alumni and other targeted audiences in the effective and responsible use of the Internet and the World Wide Web
- To establish and maintain contact through the Internet between ECA alumni, their U.S. host institutions, their sponsoring organizations, and ECA
- To establish and maintain contact through the Internet between academic institutions and nongovernmental, nonprofit organizations in the former Soviet Union and other regions of the world
- To sponsor and encourage the development of local-language websites, distance learning, message boards, and online journals
- To develop and encourage practical and meaningful Internet-based activities for ECA exchange program alumni and their communities

### Distance Education Partnership in the Field of Business Management

The "Distance Education Partnership in the Field of Business Management" project was conceived during the 1997 visit to Raleigh, North Carolina, of distance education directors from Ural State University (USU) in Ekaterinburg, Russia, and Perm State University (PSU) in Perm, Russia. Both Russian participants traveled to the United States under the auspices of ECA's International Visitors Program. As part of the professional itinerary arranged by the Research Triangle International Visitors Council (IVC), they visited distance education specialists at North Carolina State University (NCSU). After viewing materials for many Internet courses currently being offered at NCSU, the Russian participants realized the potential to cooperate on future course development.

To build on this conception, IVC, NCSU, USU, and PSU were jointly awarded funding from the Office of Citizen Exchanges in ECA to build distance education courses in the field of business management. All parties agreed that NCSU's business courses could be used as models for developing courses that meet Russian business course needs. The partnership is a unique arrangement that allows the universities involved to concentrate on the work of designing and implementing distance education courses, while the administrative details of the grant and the international exchange trips are handled by IVC.

During the first two years of the project, the partners collaborated to design and develop six distance education courses relating to business management with instructional documentation and support materials for future course development. These courses are now being delivered electronically with print components in classroom instruction. NCSU and USU partners have also conducted two regional conferences on the development of distance education in the Urals Region. The first conference focused on the methodology and technology of distance education. The second conference focused on methodology for content development and teaching techniques for distance education courses.

Goals for the upcoming year of the "Distance Education in the Field of Business Management Project" include the development of complete distance education curriculum in business management, with an additional six courses needed to complete the curriculum. USU and NCSU also plan to establish a Distance Education Support Center at USU for the expansion of the project. The Distance Education Support Center will provide complete support services to other Russian universities using the courses developed in this project. Although USU and PSU will retain the rights to the original version of each

Russian course, they have agreed to provide the flexibility to the faculty of each partnering university to adapt courses to individual faculty members' needs. The understanding is that faculty members at different universities will be more willing to teach a course they are able to adapt to their individual teaching style and their students' needs. The Support Center will provide templates and content preparation instructions to assist faculty members with the content development process. They will also provide consulting services for revising, documenting, and distributing course version updates to all partners. This will ensure open access to the latest materials being developed by all universities teaching similar courses.

Contracts governing all relationships between partners in the project will be created to cover legal and copyright issues related to the expanded availability of the courses being offered. New partners in the project include Tyumen State University and Chelyabinsk State University. Finally, a Russian/English website will be created and used for detailing project accomplishments and marketing the project and the services of the Distance Education Support Center.

### ***Sub-Saharan Africa***

ECA funds two major sub-Saharan grants involving extensive use of the Internet. One is a grant with Michigan State University and the other is a grant with I\*EARN -The Alliance for Global Learning.

#### Women's Leadership Programming with Michigan State University (MSU)

MSU has a project for women political and nongovernmental organization (NGO) leaders that will include training in leadership skills and use of the Internet to obtain and develop resources on women, civic education, and democratization. In year one (May 2002), MSU will invite twelve politically active women from Ghana, Nigeria, Mali, and Senegal to Michigan and Washington, D.C., for a three-week training program on women's political leadership and the Internet. In year two (2003), MSU will facilitate pilot training workshops for women and political leadership in each of the target countries.

#### I\*EARN -The Alliance for Global Learning

A partnership between I\*EARN, World Links for Development, and Schools Online is conducting a year-long effort to build a technology-based HIV/AIDS education program in seven African countries and the United States. This grant will link thirty-five schools in seven African countries with four District of Columbia public schools via the Internet for the purpose of HIV/AIDS awareness and education. I\*EARN and World Bank have formed an alliance to carry out this program. Computer labs will be established in five schools each in Botswana, Ghana, Nigeria, South Africa, Uganda, Zambia, and Zimbabwe. The World Bank has already established labs in four of the countries (Ghana, South Africa, Uganda, and Zimbabwe). These programs have been very well received – particularly in Zimbabwe, where the government has embraced the program's goal to have computer labs in all 55 jurisdictions (presently labs are located in 45). (Recycled computer equipment has been obtained from several U.S. corporations to equip these labs with fully functional equipment. Each lab typically has 10 computers).

Both Michigan State University and I\*EARN have demonstrated how to overcome the digital divide in Africa. They not only successfully train participants to use the Internet, they also arrange for the equipment and connectivity needed in spite of the fact that many of the installations are in remote, underdeveloped areas.

Once participating schools are connected through programs such as the MSU and I\*EARN programs, they not only can carry out the objectives of the grant, they have access to the limitless resources of the Internet and the opportunity to link with each other to share experiences and information. I\*EARN in particular has established a worldwide network to do this.

### ***Latin America and the Caribbean***

#### Sustainable Development in Latin America and the Caribbean

One of the most important issues in Latin America and the Caribbean is the impact that economic investment, corruption, lack of equity, and high levels of poverty have upon environmental preservation. Conflicting forces usually have a negative impact on the environment, yet experience shows that solutions can be found. To help future environmental leaders address this critical issue, ECA funded a LASPAU-organized seminar, Sustainable Development in Latin America and the Caribbean, that would provide future environmental leaders in Latin America and the Caribbean with the theoretical framework to understand the many forces that affect sustainable development.

The 20 participants representing 12 countries from the region were current Fulbright grantees chosen on the basis of their fields of study and professional experience. The seminar began in May 2001 with a five-week online component. The online component allowed participants to debate current issues related to sustainable development as reflected in their assigned readings and their own experiences. This interaction culminated in a three-day onsite session held at the David Rockefeller Center for Latin American Studies at Harvard University on June 13-16. Faculty members led sessions that combined lectures, discussions, and case studies of current issues in the region. Participants commented on the value of interacting with their colleagues and the importance of learning different viewpoints and approaches to the subject. Sustainable Development in Latin America and the Caribbean provided a strong foundation and ongoing network for these future leaders of environmental policy. Their joint efforts will contribute to the future of sustainable development in Latin America and the Caribbean.

[The address for the seminar's website is: [http://www.laspau.harvard.edu/eco\\_seminar/index.htm](http://www.laspau.harvard.edu/eco_seminar/index.htm)]

### ***Regional English Language Office (RELO)***

The Regional English Language Office in Budapest, Hungary, is using or planning to use distance education resources for various projects. Three examples are described below:

#### Development of a CD-ROM for In-service Training for Hungarian Secondary School Teachers

This program will allow teachers who cannot attend workshops and seminars due to time, work, and family constraints to have an option for self-access professional development. Completing the training on the CD-ROM (at their own pace) will allow teachers to receive official points toward their five-year accreditation program for retention and merit pay purposes.

The first pilot CD-ROM will be for English teachers. Instructions on how to use the media required (CD-ROM, Internet and e-mail) is covered on the CD, as well as specific content for English teachers. Teachers will be required to work through the CD-ROM completing various projects as they go. As the teachers finish each project they will use the Internet to post their own products to their portfolios, which are kept on a Ministry of Education server. When a teacher is finished with all the projects, a committee

will evaluate the teacher's folder and award the appropriate points. While working through the CD-ROM, the teachers will connect to the Internet for five purposes: put items in their portfolios; post or read notices on a bulletin board set up for the CD-ROM course; post questions to a specialist regarding the content of the CD-ROM course; search Internet sites for more information; and get updated information and explanations for the website created for the CD-ROM course. The course on the CD-ROM will use a multimedia presentation, which will include videos of classroom applications of the issues being discussed; videos of presenters discussing, demonstrating, or presenting course content to the CD-ROM user; and video and audio interviews with teachers and students using the discussed techniques or methods in the classroom.

The first CD-ROM is expected to be ready in mid-December 2001.

### Development of a Self-Access Study Program for Language Study, Upgrade, and Maintenance for Military Personnel in Albania

This program assists Albanian military personnel in developing and maintaining their required level of language proficiency for their work with NATO (North Atlantic Treaty Organization) personnel and other military personnel in the region. Effective communication is a key to regional security in Southern Europe. Self-access study programs will allow a very mobile and time-stressed personnel force an alternative means of developing and maintaining required language proficiency levels, and for personnel to update their knowledge of new changes in language, such as vocabulary related to their jobs.

Each of the five military training academies will host self-access study centers. Each center will have a number of resources for the personnel to use including such resources as computers with appropriate software; Internet connection; a small circulating library of books, pamphlets, manuals, etc.; videos; and audiocassettes (with accompanying books). Each center will be staffed with facilitators who will help each user to set up a portfolio and plan out a program or strategy for using the self-access center to meet the user's needs. The centers will be linked via a website where common information will be shared through such tools as bulletin boards, electronic newsletters, and electronic help desks. Some courses will be shared via the Internet using such tools as online discussions, web pages, and chat rooms. Users' portfolios will be kept on a main server so that as users are transferred or use a different center, they will be able to access their individual portfolio for adding to it, or for checking their own plan or strategy. Some online evaluation will also be incorporated into the self-access study schema.

By June 2002, the self-access programs should be fully functional and piloted.

### A One-Week Writing Clinic for Foreign Service Nationals (FSN) at the Regional Programs Office in Vienna, Austria

The program was developed to assist the FSN staff in the Public Affairs Sections of U.S. Embassies in Europe to improve their written products.

The one-week intensive course on professional writing for the Department of State was designed to be presented to three different FSN groups, one at a time: Cultural Section, Press and Media Section, and Information Resource Center Section. The course was co-presented by a RELO and an American Foreign Service Officer knowledgeable in the section's writing needs. The RELO was the lead presenter and put together the basic training materials. Twelve participants, who applied for the course, sent three samples of their unedited, written documents to the co-presenters before the course began. The RELO assessed these documents and made changes to the basic training material, adding appropriate examples as necessary. Subsequent training included lectures, group discussions, demonstrations, and

hands-on writing by the participants. As the participants wrote their documents, the co-presenters would assist the participants by commenting on the participants' writing vis-à-vis the discussions in the class and allow the participants to edit their writing accordingly. Three final written products for each participant were sent via e-mail to a panel of actual end-users in Washington, D.C. The end-users assessed the written documents and commented on them in a DVC with the participants on the fourth day of the course. This DVC was the key component to the success of the course because the FSNs had never before had such contact or such substantive feedback on their work. A summary and final evaluation was done on the last day; the evaluations showed that all participants in all three clinics had made significant improvement in their written products, and in the process had learned a great deal about the culture of the Department of State.

\* \* \* \* \*

The IAWG is committed to sharing information on innovative uses of distance learning technology among members of the international exchanges and training community. Presently, government entities are widely divergent in their levels of understanding and investment in distance learning activities designed to facilitate international exchanges and training. Yet, the benefits that can be derived from employing this technology are undeniable. The IAWG hopes that by making distance learning resources more easily accessible to its members and stakeholders, it will encourage greater numbers of them to explore the cost-saving and impact-enhancing potential of distance learning technology.

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## CHAPTER VI: EURASIA PROJECT

Over the past decade significant government resources have been devoted to assisting the countries of Eurasia (formerly referred to as the New Independent States [NIS]) with their transition to democracy and market economies. Since FY 1992, the U.S. Government has invested over \$17 billion in assistance to and cooperative activities with these countries. Agencies representing the full spectrum of international programs have been engaged to facilitate this transition, developing some of the U.S. Government's most successful exchanges and training programs. In FY 2000 alone, 13 federal departments and 22 independent agencies administered programs in Eurasia involving at least 24,000 participants. This participant figure is much lower than the true number of participants, because many technical advisors and individuals trained in-country are not included. Because of this level of federal investment and activity, Congress has encouraged the IAWG to "ensure interagency cooperation and efficiency, and to identify unnecessary duplication in carrying out all exchange programs, particularly those with the independent states of the former Soviet Union."<sup>14</sup>

In response to this Congressional directive, the IAWG is developing a review of international exchanges and training programs in Eurasia. The IAWG recognizes that Eurasian programs are already actively coordinated through the State Department's Coordinator for U.S. Assistance to Europe and Eurasia.<sup>15</sup> To avoid duplicating the efforts of the coordinator's office, the IAWG has consulted with the coordinator's staff to jointly develop approaches that complement their work and address the IAWG's overarching mandates. While Congress specifically encouraged the IAWG to review duplication and overlap, a broader approach encompassing the IAWG's primary mandate areas will yield more benefits to the exchanges and training community. Therefore, the IAWG's final study will include program data and will address coordination, common issues and challenges, partnerships, performance measurement, as well as programmatic duplication and overlap.

The following presents a synopsis of the IAWG's study to date, providing summary information on completed aspects of the project and briefly outlining areas that will be addressed in greater detail in the IAWG's final Eurasia report.

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<sup>14</sup> Commerce, Justice, State Appropriations Committee, FY 2001 Committee Report, p. 104.

<sup>15</sup> Formerly the Coordinator for U.S. Assistance to the New Independent States (NIS). In July 2001, the State Department's Office of the Special Advisor to the Secretary for the New Independent States was merged with the Bureau of European Affairs to create the new Bureau of European and Eurasian Affairs. The portfolios of the two assistance coordinators that had existed in each previous organization were merged within the new Bureau.

## PROGRAM DATA

Eurasia-specific international exchanges and training information is currently provided by the IAWG and the coordinator's office.<sup>16</sup> While additional inventories do not appear necessary, the IAWG's Eurasia report will include overall program reference information to provide the exchanges and training community with an easy-to-use, at-a-glance reference tool.

A review of FY 2000 programs shows that 112 of the reported exchanges and training programs included participants from Eurasia, with per-country breakdowns of U.S. and foreign participants as follows<sup>17</sup>:

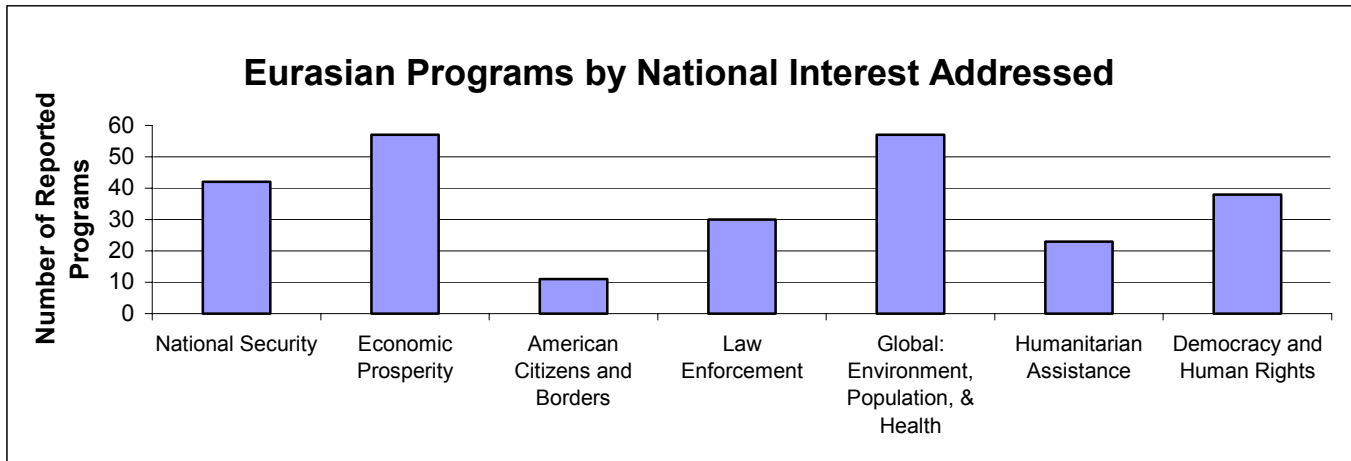
Country	U.S. Participants	Foreign Participants
Armenia	155	720
Azerbaijan	69	406
Belarus	40	360
Georgia	261	1,237
Kazakhstan	277	1,409
Kyrgyzstan	180	429
Moldova	264	1,011
Russia	1,875	8,611
Tajikistan	9	113
Turkmenistan	70	192
Ukraine	917	4,306
Uzbekistan	299	1,008
Eurasia Regional/Country Unspecified	36	392
<b>Total</b>	<b>4,452</b>	<b>20,154</b>

Again, it is important to note that actual numbers of program participants are much higher. Many organizations do not submit data to the IAWG on individuals trained in-country. And, some organizations are unable to provide the IAWG with information on U.S. technical advisors or trainers sent abroad.

Exchanges and training programs in the countries of Eurasia address all of the primary national interests included in the State Department's *International Affairs Strategic Plan*. The chart on the following page illustrates the number of programs serving each national interest, as reported to the IAWG. Please note that more than one national interest may be addressed by a given exchange and training program.

<sup>16</sup> The IAWG provides Eurasia-specific exchanges and training information through its yearly Eurasia [Regional Report](#) (previously the *NIS Regional Report*), which supplements the annual *Inventory of Programs*. The coordinator's office provides information through its [Annual Report: U.S. Government Assistance to and Cooperative Activities with the New Independent States of the Former Soviet Union](#).

<sup>17</sup> Please note that the per-country participants information above reflects information reported to the IAWG and may omit significant numbers of participants trained in-country. Because of these omissions, the IAWG's numbers differ from those reported by the Coordinator for U.S. Assistance to Europe and Eurasia.



(For more information on per-country program activity, please see the IAWG's *Regional Reports*, available at: [www.iawg.gov/info/reports/public\\_indexreports.html](http://www.iawg.gov/info/reports/public_indexreports.html) and the coordinator's *Annual Report*, available at <http://www.state.gov/p/eur/rls/rpt/2001/nisasst/>.)

## COORDINATION

Eurasian programs differ from most other region-specific programs in that they are subject to centralized coordination by the Department of State.<sup>18</sup> With the passage of the Freedom for Russia and Emerging Eurasian and Open Markets Support Act, or FREEDOM Support Act (FSA) of 1992, Congress tasked the President to appoint a Coordinator for U.S. Assistance to the New Independent States. The coordinator is housed in the Department of State and receives a charter from the President indicating the scope of his or her responsibilities. It is important to note that the coordinator's role is not limited to those programs funded through the FREEDOM Support Act, but extends to all U.S. Government assistance to NIS/Eurasian countries. With the recent merger of the State Department's NIS and Europe regional bureaus, a new charter was issued to the current coordinator, Ambassador William B. Taylor, Jr. This new charter extends his role to encompass the Support for East European Democracy (SEED) portfolio.<sup>19</sup> With this expansion in mandate, Ambassador Taylor's title has been changed to Coordinator for U.S. Assistance to Europe and Eurasia. His responsibilities include:

- designing an overall assistance strategy for each SEED and FREEDOM Support Act country;
- overseeing program and policy coordination among United States Government agencies;
- pursuing coordination with other countries and international organizations;
- ensuring proper management and oversight by agencies responsible for implementation of assistance programs; and
- resolving policy and program disputes among United States Government agencies.

<sup>18</sup> Programs in Central and Eastern Europe supported by the SEED Act are also coordinated by the State Department. Other regional programs are addressed by interagency working groups, but are not subject to the level of fiscal and planning coordination as Eurasian and SEED-supported programming.

<sup>19</sup> Memorandum for the Heads of Executive Departments and Agencies; Subject: Charter for Coordinator of U.S. Assistance to Europe and Eurasia; From: The White House, July 25, 2001.



The charter further indicates, “In fulfilling these duties, Ambassador Taylor will preside over the allocation of U.S. assistance resources. He will direct and coordinate the interagency process of development, funding, and implementation of all United States Government bilateral assistance, trade, and investment programs related to the SEED and FREEDOM Support Act countries.” Ambassador Taylor is further tasked to “work with the U.S. ambassadors to the SEED and FREEDOM Support Act countries to strengthen coordination mechanisms in the field and increase the effectiveness of our assistance and export and investment programs on the ground. Assistance activities in the field will be coordinated by ambassadors or their designate.” All federal departments and agencies with activities related to bilateral assistance and export and investment activities in SEED and FSA countries are instructed to bring all program and budget plans to Ambassador Taylor for review prior to submission to the Office of Management and Budget (OMB) and implementation.

### ***Approaches to Coordination***

While Ambassador Taylor’s latest charter is the broadest and most extensive to date, the coordination mandate has existed for nearly a decade. The approaches adopted by the coordinator’s office have evolved over the years. Because the coordinator’s mandate has only recently been expanded to encompass the SEED portfolio, the IAWG’s analysis focuses solely on the coordinator’s activities and approaches vis-à-vis the pre-July 2001 NIS/FSA portfolio.

When the coordinator’s office was first created, there were not as many agencies administering programs in Eurasia as there are today. The coordinator employs five primary mechanisms to coordinate and monitor the activities of agencies involved in Eurasian programming: interagency meetings, the annual budget process, staff liaison, periodic country reviews, and publications.

Meetings: The coordinator’s office convenes various types of meetings. Meetings for program administrators, for example, are conducted on an as-needed basis. They are narrowly targeted and focus on specific countries, issues (such as border security), and program areas (such as rule of law). The coordinator also holds meetings for larger groups to discuss more expansive topics (such as law enforcement or support for independent media) that may involve a broader scope of agencies or offices. Members of the Eurasia geographic office of a given agency usually represent their office at the meetings, but people who run the programs also are invited to attend. In addition, the coordinator meets on a regular basis with counterparts in USG agencies and Department bureaus. For example, the coordinator meets weekly with a senior counterpart from the Bureau for Europe and Eurasia of the U.S. Agency for International Development (USAID). Similarly, bi-weekly meetings are held with the State Department’s Assistant Secretary for Educational and Cultural Affairs. These meetings serve as a regular forum for the discussion of a broad range of program, policy, and budget issues pertaining to the implementation of USG programs in the region.

Budget Process: Perhaps the most effective mechanism for coordination employed by the coordinator is the annual budget process. Prior to allocating funds, the coordinator works with embassies and implementing agencies to establish priorities. Agencies then develop budget requests based on country levels set by the coordinator’s office in close consultation with Congress. The coordinator consults with Congress to make sure that the budget meets Congressional intent. Once budget levels are finalized by the coordinator based on field and agency input, implementing agencies must submit program plans stating the goals and objectives of the various programs and the expected results. At the end of the cycle, agencies must report on the program and indicate results (at that stage mostly outputs, but some intermediate outcomes have been achieved). The coordinator’s office can then reconcile results with requests for additional or continued support and monitor program accomplishments.

**Staff Liaison:** The coordinator's office consists of approximately 20 staffers who oversee the day to day budget and program monitoring of Eurasian programs. The office is organized functionally: economic, democracy, security, and humanitarian sections oversee the programs and implementing agencies that carry out the programs in their functional area. The staff also work closely with embassy and USAID missions. This staff outreach provides the coordinator with a constant stream of information about current programs, new developments and opportunities, as well as resource needs.

The coordinator's office works to promote dialogue among the various players, avoid duplication, and promote complementarity and follow-on programming. The coordinator and his staff act as intermediaries and honest brokers who look at the big picture, bring people together to share ideas, develop priorities, and promote communication in ways that enhance cooperation and effectiveness.

**Country Reviews:** Periodic country reviews provide an in-depth assessment of a country's needs and enable programmers to address these needs through tailored programming. Reviews bring in outside experts, include all active agencies, and involve field personnel. The coordinator has conducted a country review for Ukraine and is currently conducting reviews for Russia and Georgia. These reviews result in tangible programming and policy shifts. For example, as a result of the Ukraine review, programs partnering with the central government decreased while exchange programs doubled. The exchange programs placed a special emphasis on the next generation of leaders (youth, university, and Internet access programs).

**Publications:** The coordinator's office publishes the annual *U.S. Government Assistance to and Cooperative Activities with the New Independent States of the Former Soviet Union*. This publication includes an inventory of programs, country assessments, and cumulative budget charts for assistance-oriented federal expenditures. It serves as a useful tool for both government program administrators and members of the nongovernmental exchanges, training, and assistance communities. Program administrators can consult the publication as a way to monitor for instances of program duplication and to network with one another by sharing examples of best practices and lessons learned.

### **Challenges**

The coordinator's office has identified some primary areas that challenge efficient and effective program implementation and limit the degree of coordination possible: funding, communication, time, and staff resources.

**Funding:** According to data reported to the IAWG, USG funding expended on exchanges and training activities in Eurasia exceeds \$200 million. Of this, over \$117 million (55 percent) is received by the implementing agency in the form of an interagency transfer (primarily FSA funds). All FSA money is placed in the 150 account. The coordinator's office determines how it is allocated, but uses the U.S. Agency for International Development to disburse it. Ironically, USAID disburses funding for humanitarian programs run by the coordinator's office. This creates an illogical and inefficient system. State's Bureau of Finance and Management Policy (FMP) has tested a pilot (negotiated with OMB, USAID, and relevant parts of the Department of State) to directly apportion funds administered by the State Department to the State Department without going through USAID. The pilot focused on all Department-administered programs that do not have separate appropriations. The coordinator's office supports extending the program to as many appropriated accounts as possible. This would eliminate an administrative step and increase efficiency. Unfortunately, this is only feasible for State Department entities receiving FREEDOM Support Act, SEED, and ESF funds. Non-State organizations may only receive money directly if they request that their Eurasia funds be made part of their direct Congressional appropriation. Peace Corps

did this and no longer receives money routed through USAID. The Department of Justice (DOJ) has an especially difficult funding stream. Money that eventually is used by the Department of Justice goes from USAID through the State Department's Bureau of International Narcotics and Law Enforcement Affairs (INL). INL then has a memorandum of understanding with each individual DOJ agency or implementing organization.

Communication: The coordinator's office notes a lack of communication and coordination among some programs. They believe that programs which build upon one another should be more closely linked. The coordinator's office is attempting to correct this by creating various fora for communication and cooperation. This works very well in Regional Investment Initiative areas in Russia (Far East, Tomsk, Samara, Novgorod) where the holistic approach to programming is emphasized.

Time and Staff Resources: These two factors limit the degree of coordination that can reasonably be accomplished by the coordinator's office. Currently the office has enough resources to address crises and political priorities. Everything else is dealt with as best as possible given available resources. The coordinator benefits from the willingness of all partners to work with him and his staff. Similar challenges face cooperating agencies. Most, if not all, agree that coordination and communication help them make the best use of scarce resources. Yet, efforts to this end are limited by staff resources. Program implementation must always take priority.

### ***Positive Lessons Learned***

Several factors have proven crucial to effective coordination of Eurasia programs and can serve as parameters for establishing other effective coordination functions in the federal government:

Charter: All coordination mechanisms need a clear authority that serves as the foundation for coordination and program oversight. The strongest charters/mandates are those that clearly indicate the responsibilities of the coordination mechanisms and, perhaps more importantly, the responsibilities of individual federal agencies whose programs and activities are being coordinated.

Funding: Equally necessary to effective coordination is control over funding. There is a carrot and stick aspect to funding control; organizations are motivated by the availability of resources and are checked by the possible threat of losing those resources. Annual funding cycles also provide an excellent opportunity to reassess needs throughout the region and tailor resource allocation and programming approaches to meet those needs.

Inclusiveness: The spirit of inclusiveness is critical to effective program coordination. The coordinator not only meets regularly with major programming entities (State/ECA, State/INL, State/NP, and USAID) but also interacts with non-USG entities in a variety of ways, including inviting representatives to participate in major country reviews. The coordinator is open to interactions with NGO advisory committees and councils, foreign government representatives, foreign NGO representatives, and program participants. If a non-USG entity presents innovative ideas, the coordinator acts as an intermediary with the appropriate programming agency to determine feasibility and interest. In the past, the coordinator provided funding for some of these special initiatives.

## DUPLICATION AND OVERLAP

The depth and breadth of exchanges and training programs in Eurasia is vast, as illustrated by the number and diversity of federal sponsors and foreign policy goals addressed. Therefore, it is necessary to select a few key areas in which to study programmatic duplication and overlap. In cooperation with the coordinator's office, the IAWG has chosen the following three areas for the purposes of this study: media programming, women's issues programming, and graduate-level academic programs that send U.S. citizens to the region. The IAWG also recognizes the importance of two additional programming areas: business and entrepreneurial development programs and rule of law programs. The IAWG released a major study on the former last year and the General Accounting Office (GAO) recently released a report on the latter. Brief synopses of both are included below, along with a description of the IAWG's current duplication studies.

### ***Media Programs***

An independent media is critical to the development of an accountable, transparent system of democratic governance. Considerable efforts have occurred over the past decade to promote independent journalism in Eurasia and to build public trust in media outlets. However, the environment in which these outlets exist remains a hindrance and in some instances has deteriorated markedly. Restrictive and complicated government regulations, outright censorship, economic pressures, corruption, and propagandizing seriously hinder the viability, independence, and integrity of media in the region. Independent media outlets exist, but are under fire. The U.S. Government has targeted technical assistance, training, and exchange programs to help media organizations and individual journalists to withstand setbacks and challenges and continue on the road to full independence.

The IAWG has identified nearly 30 programs within the federal exchanges and training community that support the development/sustenance of independent media in Eurasia. The majority of these programs are administered by the Department of State (through the Bureaus of Educational and Cultural Affairs; European and Eurasian Affairs; Democracy, Human Rights, and Labor; and the Office of International Information Programs) and various components of the U.S. Agency for International Development. Media programs are also administered by the Broadcasting Board of Governors, the National Endowment for Democracy, the Federal Communications Commission, and the Library of Congress. The Departments of Defense and Agriculture also administer programs (the International Military Education and Training Program and the Cochran Middle Income Fellowship Program, respectively) that may include media components, but are not specifically geared toward media professionals.

Programs administered by these organizations fall into four primary categories: academic exchanges, professional exchanges/training, association development, and technical assistance.

**Academic Exchanges** – Academic programs provide aspiring and/or current media professionals with the educational foundation upon which to build their careers. These programs also assist Eurasian institutions to offer the best training possible for future media professionals. The Department of State's Bureau of Educational and Cultural Affairs sponsors the majority of media/journalism academic exchanges with Eurasia. These programs provide grants and scholarships to undergraduate and graduate students, scholars, and faculty to study or conduct research in the United States. Institutional linkage programs assist academic institutions in developing curriculum and utilizing cutting edge technologies in journalism and media courses.

**Professional Exchanges/Training** – The goal of these programs is to expose media and journalism professionals from Eurasia to media institutions and practices in a democratic society. Professional exchange and training programs encompass a wide variety of programs administered by all of the government agencies active in media programming in Eurasia. These activities range from visitor programs/internships in the United States to intensive training sessions held in the participant's home country.

**Media Association Development** – Media association-building and support programs help establish relationships among media institutions and individual journalists. Associations promote dialogue among media organizations, support open access to information, facilitate the development of regional networks, and lobby for the rights of journalists. Association-building programs are supported by USAID and DOS-Bureau of European and Eurasian Affairs.

**Technical Assistance Programs** – Technical assistance programs provide media professionals with the tools they need to do their jobs. Assistance programs can be used to develop infrastructure, improve quality of service, increase access to information, and promote sound business management techniques. Technical assistance programs often include training components. Many technical assistance programs are administered through the State Department's Bureau of European and Eurasian Affairs (Small Grants Programs) and Bureau of Democracy, Human Rights, and Labor (Human Rights and Democracy Fund) and the U.S. Agency for International Development.

The IAWG has completed basic research into these programs and will provide a detailed study of these programs in its Eurasia report.

### ***Women's Issues Programs***

Women's rights have improved remarkably in the last several decades, but remain unevenly applied throughout the world. The United Nations Fourth World Conference on Women (held in Beijing, China, in September 1995) served to focus international attention on continuing disparities and fostered a number of follow-on initiatives and programs. The United States Government has committed significant resources to ensure that the effort and ideas of the Beijing Conference are translated to tangible programs. This is especially evident in the countries of Eurasia.

The primary implementers of women's issues programming in Eurasia are the Department of State and the U.S. Agency for International Development. Programs targeting women in Eurasia generally fall into seven broad categories: trafficking, violence against women, health, economic development, leadership development, legal rights, and the environment. Many of these areas overlap and many programs implemented by the government touch on more than one area. The following represents countries in which current or recent programs have been directed in each of these areas.<sup>20</sup>

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<sup>20</sup> Based on IAWG research to date. A complete representation will be included in our full Eurasia report.

	Trafficking	Violence Against Women	Leadership Development	Health	Legal Rights	Environment	Economic Development
Armenia	√		√		√		
Azerbaijan		√	√				√
Belarus		√	√	√		√	√
Georgia	√	√	√				
Kazakhstan	√		√			√	√
Kyrgyzstan	√	√	√		√		√
Moldova	√	√	√	√	√	√	
Russia	√	√	√	√		√	√
Tajikistan	√						
Turkmenistan	√						√
Ukraine	√	√	√	√		√	√
Uzbekistan	√	√	√	√	√		√

**Trafficking** – Within the context of growing international concern over trafficking in persons, Congress passed the Victims of Trafficking and Violence Protection Act of 2000 (PL 106-386). The Act defines trafficking as:

“a) sex trafficking in which a commercial sex act is induced by force, fraud or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.”

The law also establishes minimum standards to eliminate trafficking that each country should meet. A July 2001 report issued by the State Department, in accordance with the Act, divides the countries of the world into three tiers. Tier 1 countries comply with the Act’s standards for criminalizing trafficking and successfully provide a wide range of protective services to victims; tier 2 countries do not fully comply, but are making significant efforts to bring themselves into compliance; and tier 3 countries are not in compliance with the Act and are making no efforts to comply. Within Eurasia, four countries (Georgia, Kyrgyzstan, Moldova, and Ukraine) are in tier 2 and three countries (Belarus, Kazakhstan, and Russia) are in tier 3. The five remaining countries are not ranked because of a paucity of available data.

Several organizations sponsor antitrafficking programs, most notably the Department of State (the Bureau of Educational and Cultural Affairs; the Bureau of International Narcotics and Law Enforcement Affairs; the Bureau of Population, Refugees and Migration; the Bureau of European and Eurasian Affairs; and the Office of International Information Programs) and the U.S. Agency for International Development. The IAWG has collected data on 23 antitrafficking programs or broader programs that have antitrafficking components. These programs are designed to address the prevention of trafficking, including public awareness campaigns; the prosecution of traffickers; and the protection of victims.

**Violence Against Women** – The State Department’s annual report to Congress on programs combating domestic violence in Russia notes that domestic violence has gained global recognition as a violation of women’s fundamental human rights. As such, it requires solutions that address the political and legal environment, prosecution of offenders, victim’s assistance, and public awareness campaigns. The IAWG has collected data on 24 programs that address violence against women in Eurasia. These programs have been administered primarily by the Department of State (the Bureaus of Educational and Cultural

Affairs, International Narcotics and Law Enforcement Affairs, and European and Eurasian Affairs; and the Office of International Information Programs) and the U.S. Agency for International Development. The Library of Congress's Russian Leadership Program has also included activities that address violence against women.

**Women's Leadership Development** – In Eurasia, women and women's organizations play a vital role in the development of civil society, which is critical to the transition towards democracy being undertaken in each of these areas. More than any other single program area, women's leadership development programs yield positive influence across program boundaries and have an incalculable multiplier effect, touching every area of society. Programs in this area support grass roots activism, promote women's nongovernmental organizations, and provide training in the skills needed to sustain and expand efforts. Many of these programs utilize the train-the-trainer model to maximize impact. The IAWG has identified 32 women's leadership programs. Key programmers are the State Department's Bureau of Educational and Cultural Affairs, Bureau of European and Eurasian Affairs, Office of International Information Programs and the U.S. Agency for International Development.

**Women and Economic Development** – USAID's FY 2000 Performance Overview notes that women and girls represent the largest segment of the world's poor. The report states, "When women and girls account for such a disproportionate percentage of those most in need, gender equality plays a critical role in the outcome of development efforts."<sup>21</sup> In Eurasia, many programs aimed at supporting the economic empowerment of women focus on training programs for microenterprises and small businesses/entrepreneurs. The IAWG has just begun its research into this area, but has identified numerous initiatives sponsored by USAID and the State Department that address women's economic development.

Three of the listed program themes tend to appear in conjunction with other programs, though may be the focus of targeted exchanges and training activities. The IAWG is in the early stages of gathering program-level data in these areas.

- **Women and the Environment** – Several women's leadership programs specifically focus on environmental issues. Environmental issues have served as a catalyst to women's activism in Eurasia over the past several decades. Grassroots environmental organizations provided some of the first opportunities for women to learn the skills associated with organizing, sustaining, and expanding social and political initiatives.
- **Health** – Women's health programming is a critical feature of overarching development initiatives. Several themes continuously surface in programs in Eurasia: health issues related to environmental concerns, women's reproductive health, and HIV/AIDS. Subsequently, the issue of health is often linked with the other areas of women's programming, especially violence against women, trafficking, and environmental programming.
- **Legal Rights** – Enhancing women's legal rights is a facet of all women's issues programming, either as a necessary precursor to or integral component of programming initiatives.

The IAWG has completed basic research into these programs and will provide a detailed study of these programs in its Eurasia report.

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<sup>21</sup> USAID, FY 2000 Performance Overview, "Cross-Cutting Themes: Gender," pp. 120-121.

### ***Graduate-Level Academic Programs***

The IAWG Academic Programs Study Group will conduct a follow-up study to its September 2000 duplication report of graduate-level academic programs; it will focus specifically on U.S. scholars and graduate students traveling to Eurasia. This segment of programming is examined much less frequently than programs involving Eurasian scholars traveling to the United States. Among potential topics for consideration by the study group are whether or not these programs meet their stated goals, what level of contact (institutionally) they involve, and if they support the creation of sustainable partnerships among institutions.

### ***Business and Entrepreneurial Development***

In September 2000, the IAWG published a duplication study of business and entrepreneurial training programs in Eurasia and Central and Eastern Europe. A synopsis of this report was included in the IAWG's FY 1999 *Annual Report* (published in October 2000). Major findings are included below because of their relevance to the Eurasia project.

International exchanges and training programs designed to provide professional level training to entrepreneurs and private sector representatives for the purpose of promoting private sector growth and sustainability are a key component of the overall U.S. Government assistance package. The IAWG's study examined (1) whether areas of duplication and/or overlap exist among these programs, and (2) whether best practices could be shared among these programs to enhance overall efficiency and effectiveness. The IAWG study focused on programs designed to train businesspeople and entrepreneurs that the Departments of Agriculture, Commerce, and State; the Peace Corps; and the U.S. Agency for International Development administer. It did not include programs that may foster and support the legal, economic, and regulatory environment necessary for the sustenance of a market economy, but do not directly train entrepreneurs.

The IAWG study found that while business and entrepreneurial development programs all address the same overarching goal, they do so in unique ways with a variety of specific objectives.<sup>22</sup> Despite similarities on many fronts, it does not appear that any of the surveyed programs duplicate others to a degree that would warrant elimination, reduction, or complete re-design. Even if duplication had been found, the economic situation in Eurasia and the related foreign policy goals of the United States dictate that significant resources be devoted to programming in this area. No single organization's approach stands out as a model that should be applied across the board; each addresses the needs of differing constituencies and/or complements the programming of other organizations. The diversity of these programs is a major factor in their collective strength.

Several suggestions were raised by organizations administering business and entrepreneurial development programs or became apparent through the course of the IAWG's study:

- Increased follow-on programming is needed to realize all the potential benefits of business and entrepreneurial development programs.

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<sup>22</sup> While all U.S. Government-sponsored business and entrepreneurial development programs in Eurasia and CEE included in the study wholly or partially address overarching economic prosperity (which encompasses economic development, stability, open markets, and U.S. exports), three broad categories of programming emerged: business promotion (Agriculture and Commerce), development (USAID and Peace Corps), and public diplomacy (State). While each of these organizations includes elements of all three categories, they tend to focus more heavily on one, based on their organizational mission.



- The FREEDOM Support Act funding mechanism for several programs needs to be changed. Inherent delays in funding and unanticipated changes in country-specific targets challenge program administrators' ability to run efficient and effective programs.
- Partnerships with the private sector, NGOs, and community organizations are critical to the success of the majority of the programs included in this study. Most programs exhibit close partnerships, but expanding these relationships or developing them where they are absent can further improve programs.
- While many programs, by design, must take place in the United States, reconsidering venues for others may yield cost savings and provide beneficial opportunities and experiences.
- Incorporating nonbusiness professionals into training programs or designing tandem programs for them can help foster support for business and private enterprise.

The most logical and effective safeguards against duplication and overlap among business and entrepreneurial development programs throughout the region can be employed at the embassy level. Embassy personnel have the best grasp of the needs of target communities in-country and can be sure that recruitment, selection, and follow-on programming is not duplicative. Intra and interagency coordination is crucial to ensure that these various programs complement each other and contribute to the achievement of overarching U.S. objectives in the region. Washington staff can complement this effort by sharing approaches, best practices, and ensuring that program designs do not contain overtly duplicative facets.

The full text of this study is available at <http://www.iawg.gov/info/reports/specialreports/bisdevstudy.pdf>.

### **Rule of Law**

Since the breakup of the Soviet Union, one of the most important areas of U.S. Government-sponsored exchanges and training in Eurasia has been those programs that support the rule of law (ROL). The IAWG will further examine Eurasian ROL programs based on previous efforts by the former office of the Senior Coordinator for Rule of Law and the GAO.

The GAO points out in its April 2001 study<sup>23</sup> that the United States provided about \$216 million in assistance between FY 1992 and FY 2000 to support ROL programming in the former Soviet Union. This figure includes not only exchanges and training, but also technical assistance. In FY 2000, the IAWG collected participant and funding data on rule of law programs that meet its definition of exchanges and training. Every country in Eurasia had U.S. Government ROL program activity. Eighteen ROL programs were conducted by the following agencies:

- Department of Commerce
- Department of Defense
- Department of Justice
- Department of State
- Department of the Treasury
- Department of Transportation
- Federal Communications Commission
- Federal Trade Commission
- United States Agency for International Development

<sup>23</sup> United States General Accounting Office, *Former Soviet Union: U.S. Rule of Law Assistance Has Had Limited Impact*, GAO-01-354, April 2001, p. 1.

More than half of the foreign participants were attributed to Russia (32 percent) and Ukraine (22 percent). Moldova, Georgia, Kazakhstan, and Uzbekistan accounted for less than ten percent of the participants each. The combined total number of participants from Armenia, Azerbaijan, Belarus, Kyrgyzstan, Tajikistan, and Turkmenistan was less than ten percent. Of the eighteen ROL programs in the IAWG database, six received FREEDOM Support Act funding.

FY 2000 IAWG data was not sufficiently disaggregated by country to analyze U.S. Government funding of ROL programs. However, Russia has historically (1992-2000) received the largest share of single-country ROL program funding (35 percent). Russia is followed by Ukraine (12 percent), Georgia (8 percent), and Armenia (6 percent). The combined funding total for all other Eurasian countries is 16 percent. An additional \$64 million was allocated among multiple Eurasian countries and could not be easily disaggregated.<sup>24</sup>

The GAO study assessed the effect of U.S. Government-sponsored ROL programs in Eurasia. The study found that despite the substantial resources directed at this area of programming, only a limited impact has been made to date. GAO found that several factors have contributed to the lack of effectiveness. First, the sheer magnitude of the problem is daunting. After decades of totalitarian rule, there is a limited political consensus on the need to reform law and institutions. Second, there is a shortage of domestic resources to finance many reforms on a large scale. Finally, GAO criticized agencies for failure to manage ROL programs for the explicit purpose of achieving sustainable results.

The full text of GAO's report, *Former Soviet Union: U.S. Rule of Law Assistance Has Had Limited Impact*, can be found at <http://www.gao.gov/new.items/d01740t.pdf>

## PUBLIC-PRIVATE PARTNERSHIPS

The success of many government-sponsored Eurasian exchanges and training programs rests on the strong partnerships that exist between government funders and the various program implementers. While many federal organizations that report data to the IAWG do not provide information on non-USG funds leveraged in support of exchanges and training programs, the IAWG has record of nearly \$39 million leveraged from foreign government, private sector (U.S. and Eurasia), and international organization partners. This is a significant investment and vastly increases the ability of USG programs to realize tangible results. Many nongovernmental partners have established a stable in-country presence and have fostered close working relationships with Eurasian NGOs and host governments. Sustainable programming relies primarily on the strength of the latter two categories. Delving further into these latter two areas may yield insight into building sustainable programming that can vastly increase the multiplier effect of initial government investments.

As part of the partnership section of the IAWG's Eurasia report, the IAWG will

- Study the motivation for partnerships that are not USG-funded and determine how they are sustained.
- Examine a small sample of partner-intensive USG-sponsored programs to assess their impact and how partnerships with indigenous entities were built and determine if the programs include models for sustainable partnerships.

<sup>24</sup> Ibid., p. 7.

- Assess if there are paradigms for partnership that are specific to the Eurasian region and seek out best practices.

Additionally, the IAWG plans to develop a directory of private sector organizations that work in partnership with the U.S. Government to implement exchanges and training programs in Eurasia.

## PERFORMANCE MEASURES

The IAWG's report *Measuring the Performance of International Exchanges and Training Programs* notes that while it is not possible to develop common performance measures for all international exchanges and training programs, it may be possible to create measures, or at least more specific recommendations for measures, for programs having certain commonalities. The IAWG will examine the feasibility of creating common measures/approaches for Eurasia programs.

The IAWG will also provide a directory of evaluations that have been conducted on major Eurasia programs. Through reviewing these evaluations, the IAWG may be able to glean best practices and lessons learned that would be useful to the larger programming community.

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## CHAPTER VII: CONCLUSION

Meeting the IAWG's Presidential and Congressional mandates is an ongoing, long-term process. While the preceding chapters provide an accounting of the IAWG's major activities over the past year, they do not represent a conclusion, but rather a continuation of effort. There are always new lessons to learn, approaches to explore, and relationships to build in the quest to design and implement effective international exchanges and training programs. The IAWG is committed to working with federal agencies and other members of the international exchanges and training community to share experiences, address challenges, and ensure that the opportunity exists for members of the community to work collaboratively in the interest of U.S. foreign policy goals.

The IAWG has continued its trend of separating the full body of its work from the *Annual Report*, choosing instead to publish smaller reports or provide targeted web content. This choice streamlines the products of the IAWG and makes them more easily accessible to the widest possible audience. To date, the IAWG has published the following reports:

- *Annual Report* – FYs 1997, 1998, 1999, 2001
- *Inventory of Programs* – FY 2000 (previous years included in the *Annual Report*)
- *Country Field Studies* – Dominican Republic, Georgia, Morocco, Poland, South Africa, Thailand
- *Business and Entrepreneurial Development Programs in the New Independent States and Central and Eastern Europe*
- *Graduate-Level Academic Programs*
- *Measuring the Performance of U.S. Government-Sponsored International Exchanges and Training Programs*
- *Compilation of U.S. Government-Sponsored International Visitors Programs* – FYs 1998, 1999, 2000 (anticipated Fall 2001)
- *Review of MESP and Atlas Programs in South Africa*
- *Regional Reports: East Asia and Pacific, Europe, Near East, New Independent States, South Asia, Sub-Saharan Africa, Western Hemisphere* – FYs 1998, 1999, 2000 (anticipated Fall 2001)

Additionally, the IAWG has made specialized offerings on distance learning and partnership issues available through its websites.

### NEW REPORTS IN 2002

In FY 2002, the IAWG will complete two new major studies that will augment the current body of IAWG work.

#### ***Eurasia Project***

The first of these is the upcoming Eurasia project report. As outlined in Chapter VI, this study will include program data, an overview of coordination efforts, duplication studies, partnership information, and a performance measurement review. To augment this project, the IAWG will conduct a country study to Kazakhstan to gather information from stakeholders in the field. The country study will target the overarching mandates of the IAWG, but will also focus on areas (such as media and women's issues programs) outlined in Chapter VI.

The Eurasia project report will provide members of the international exchanges and training community with a compilation of Eurasian program information that will expand awareness of programs in the area, enable increased collaboration through clarification of common approaches and goals, facilitate agency-level program planning, and aid overarching interagency coordination.

#### ***Interagency Entities Project***

The second new IAWG study to be published in 2002 will be a review and directory of interagency entities that may have bearing on U.S. Government-sponsored international exchanges and training. As noted in Chapter IV, there is no centralized source of information on interagency coordinating and planning entities available to administrators of exchanges and training programs. Yet, involvement with these entities or, at the very least, awareness of their activities, is crucial to developing and implementing nonduplicative, efficient, and effective programs. In addition to providing a directory of entities, the IAWG will include recommendations on whether organizations that implement international exchanges and training programs should be involved in the entities, an assessment of duplication among the entities, and profiles of best practices that exist within the various entities studied.

### CONTINUING EFFORTS

In the coming year, the IAWG will complement the projects listed above with continued efforts to improve the coordination, efficiency, and effectiveness of exchanges and training programs. The IAWG will provide valuable information resources to assist policy makers and administrators to design, implement, and assess effective programming. The IAWG also will promote various fora in which the exchanges and training community can address issues of common concern.

#### ***Data Collection, Management, and Dissemination***

Over the past year, the IAWG raised interagency access to information on U.S. Government-sponsored international exchanges and training data to unprecedented levels by allowing federal users to electronically access information in our database and tailor the presentation of the information to address

## CONCLUSION

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their reporting needs. In the coming year, the IAWG will assess the degree to which our target audiences are utilizing the Federal Exchanges Data System's (FEDS) online capabilities and continue to make refinements in response to user requirements. As this report is being released, efforts are already under way to further refine the FEDS/www system to improve functionality and ease of use.

### ***Partnership***

Public-private partnering in support of international exchanges and training activities continues to be a pivotal issue for U.S. Government program sponsors. At all levels and throughout all sectors, the support of non-USG partners provides otherwise unachievable scope and capacity, effectively enhancing the federal government's programmatic and administrative capabilities. As part of its continuing commitment to support public-private partnerships, the IAWG's partnership study group will update and refine the relevant sections of the IAWG's websites and serve as a clearinghouse on partnership issues. The study group will review partnership literature and post additional links to federal departments' and agencies' discussions of public-private partnerships, as well as private sector dialogue on the subject. Additionally, the IAWG will explore the feasibility of creating an online searchable database of exchanges and training partner organizations.

### ***Distance Learning***

Distance learning technology is on the threshold of becoming a cost-effective, all-inclusive mechanism for reaching traditionally underrepresented groups to serve as program presenters and participants in international exchanges and training activities sponsored by the United States Government. Recognizing this, the IAWG's distance learning panel will continue to facilitate interactions between international exchanges and training administrators and experts in the field of distance learning. The panel will foster a cooperative effort to leverage ADL/Co-Lab support of distance learning initiatives in international exchanges and training programming. The panel will also consider additional functionality of its website. For example, the panel will consider creating online listings of DOD courses and creating a "portal" for foreign nationals to view education and training opportunities and resources in the United States. This type of interagency portal may be another opportunity to take a giant step for us in working across organizations for a common goal. One such portal exists at the Department of Education. The United States Network for Education Information (<http://www.ed.gov/NLE/USNEI/>) is an interagency and public-private partnership whose mission is to provide official information assistance for anyone seeking information about U.S. education and for U.S. citizens seeking authoritative information about education in other countries. It is a searchable database of education programs that include distance learning offerings as well as traditional campus-based programs.

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The Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training is entering its fifth year. The coming year will provide an opportunity to assess the accomplishments of the past and chart a course for the future. The same technical innovations that have enabled us to break down barriers between sponsoring organizations will provide further opportunities for program growth and development. Increasing international interdependence will provide new occasions for collaboration and cooperation throughout the exchanges and training community.

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## APPENDIX A: KEY TO ABBREVIATIONS

### ACRONYMS AND ABBREVIATIONS

<b>AASHTO</b>	- American Association of State Highway Transportation Officials	<b>CBYX</b>	- Congress-Bundestag Youth Exchange Program
<b>AC</b>	- Active Component	<b>CDC</b>	- Centers for Disease Control and Prevention
<b>ADL</b>	- Advanced Distributed Learning	<b>CEE</b>	- Central and Eastern Europe
<b>AICC</b>	- Aviation Industry Computer-Based Training Consortium	<b>CFC</b>	- Cyprus Fulbright Commission
<b>AF</b>	- Sub-Saharan Africa	<b>CIMSS</b>	- Cooperative Institute for Meteorological Satellite Studies
<b>AIDS</b>	- Acquired Immune Deficiency Syndrome	<b>CIRA</b>	- Cooperative Institute for Research in the Atmosphere
<b>ALIC</b>	- Advanced Learning Infrastructure Consortium	<b>CIV</b>	- Councils for International Visitors
<b>AMBIT</b>	- American Management and Business Internship Training Program	<b>COL</b>	- Colonel
<b>AMIDEAST</b>	- America-Mideast Educational and Training Services, Inc.	<b>CONSER</b>	- Cooperative Online Serials Program
<b>AORC</b>	- American Overseas Research Centers	<b>CST</b>	- Caribbean Support Tender
<b>APCSS</b>	- Asia-Pacific Center for Security Studies	<b>DDRA</b>	- Fulbright-Hays Doctoral Dissertation Research Abroad
<b>APEC</b>	- Asia Pacific Economic Cooperation	<b>DEA</b>	- Drug Enforcement Administration
<b>ARIADNE</b>	- Alliance of Remote Instructional Authoring and Distribution Networks for Europe	<b>DOC</b>	- Department of Commerce
<b>AT&amp;T</b>	- American Telephone and Telegraph Company	<b>DOD</b>	- Department of Defense
<b>ATA</b>	- Antiterrorism Assistance Program	<b>DOE</b>	- Department of Energy
<b>ATF</b>	- Bureau of Alcohol, Tobacco, and Firearms	<b>DOI</b>	- Department of the Interior
<b>BBG</b>	- Broadcasting Board of Governors	<b>DOJ</b>	- Department of Justice
<b>BEA</b>	- Bureau of Economic Analysis	<b>DOL</b>	- Department of Labor
<b>BIBCO</b>	- Bibliographic Record Program	<b>DOS</b>	- Department of State
<b>BLS</b>	- Bureau of Labor Statistics	<b>DOT</b>	- Department of Transportation
<b>BUCEN</b>	- Bureau of the Census	<b>DPRK</b>	- Democratic People's Republic of Korea
<b>BXA</b>	- Bureau of Export Administration	<b>DVC</b>	- Digital Video Conferencing
<b>CAORC</b>	- Council of American Overseas Research Centers	<b>EAP</b>	- East Asia/Pacific
<b>CASP</b>	- Cyprus-America Scholarship Program	<b>EAPC</b>	- Euro-Atlantic Partnership Council
<b>CBT</b>	- Computer-Based Training	<b>ECA</b>	- Bureau of Educational and Cultural Affairs
		<b>EIA</b>	- Energy Information Administration
		<b>EMERCOM</b>	- Russian Ministry for Civil Defense, Emergencies, and Disaster Response
		<b>EMI</b>	- Emergency Management Institute

## KEY TO ABBREVIATIONS

<b>EORTC</b>	- European Organization for Research and Treatment of Cancer	<b>IATP</b>	- Internet Access and Training Program
<b>EPA</b>	- Environmental Protection Agency	<b>IAWG</b>	- Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training
<b>ESF</b>	- Economic Support Funds	<b>ICA</b>	- International Council for Information Technology in Government Administration
<b>EUR</b>	- Europe	<b>ICAO</b>	- International Civil Aviation Organization
<b>FAA</b>	- Federal Aviation Administration	<b>ICITAP</b>	- International Criminal Investigative Training Assistance Program
<b>FAO</b>	- Food and Agriculture Organization	<b>ICLP</b>	- International Child Labor Program
<b>FBI</b>	- Federal Bureau of Investigation	<b>IEEE</b>	- Institute of Electrical and Electronics Engineers
<b>FCC</b>	- Federal Communications Commission	<b>IIE</b>	- Institute of International Education
<b>FDIC</b>	- Federal Deposit Insurance Corporation	<b>IIP</b>	- Office of International Information Programs
<b>FEDS</b>	- Federal Exchanges Data System	<b>ILAB</b>	- Bureau of International Labor Affairs
<b>FEI</b>	- Federal Executive Institute	<b>ILCISTP</b>	- Computer Investigations and Security Training Program
<b>FEMA</b>	- Federal Emergency Management Agency	<b>ILEA</b>	- International Law Enforcement Academy (Budapest/Bangkok)
<b>FERC</b>	- Federal Energy Regulatory Commission	<b>ILMLETP</b>	- International Small Craft Enforcement Training Program
<b>FHWA</b>	- Federal Highway Administration	<b>ILSC</b>	- International Labor Statistics Center
<b>FIC</b>	- Fogarty International Center	<b>IMET</b>	- International Military Education and Training
<b>FIPSE</b>	- Fund for the Improvement of Postsecondary Education	<b>IMF</b>	- International Monetary Fund
<b>FIRCA</b>	- Fogarty International Research Collaboration Award Program	<b>IMTC</b>	- International Media Training Center
<b>FLETC</b>	- Federal Law Enforcement Training Center	<b>INL</b>	- Bureau for International Narcotics and Law Enforcement
<b>FLEX</b>	- Future Leaders Exchange Program	<b>INS</b>	- Immigration and Naturalization Service
<b>FLTCE</b>	- Foreign Language Training Center	<b>INT</b>	- Division of International Programs
<b>FMCS</b>	- Federal Mediation and Conciliation Service	<b>INTERPOL</b>	- International Criminal Police Organization
<b>FMF</b>	- Foreign Military Financing Program	<b>INVEST</b>	- International Visiting Scientist and Technical Exchange Program
<b>FMP</b>	- Bureau of Finance and Management Policy	<b>IPC</b>	- International Programs Center
<b>FMS</b>	- Foreign Military Sales Program	<b>IPEC</b>	- International Program on the Elimination of Child Labor
<b>FRA</b>	- Federal Railroad Administration	<b>IREX</b>	- International Research and Exchanges Board
<b>FSA</b>	- Freedom for Russia and Emerging Eurasian Democracies and Open Markets Support Act of 1992	<b>IRF</b>	- International Research Fellowship Program
<b>FSN</b>	- Foreign Service Nationals	<b>IRH</b>	- Office of International and Refugee Health
<b>FTA</b>	- Foreign Technical Assistance	<b>IRS</b>	- Internal Revenue Service
<b>FTC</b>	- Federal Trade Commission	<b>IT</b>	- Information Technology
<b>FY</b>	- Fiscal Year	<b>ITA</b>	- International Trade Administration
<b>FinCEN</b>	- Financial Crimes Enforcement Network	<b>ITAU</b>	- International Training and Assistance Units
<b>G7</b>	- Group of Seven Economic Block	<b>ITP</b>	- International Training Program
<b>GAO</b>	- Government Accounting Office	<b>ITSC</b>	- International Training Services Center
<b>GIS</b>	- Geographical Information System	<b>ITSP</b>	- International Technology Scanning Program
<b>GLIN</b>	- Global Legal Information Network	<b>ITU</b>	- Istanbul Technical University
<b>GOES</b>	- Geostationary Operational Environmental Satellite	<b>IVC</b>	- International Visitors Council
<b>GOL</b>	- Government Online Project	<b>IVP</b>	- International Visitors Program
<b>GPA</b>	- Fulbright-Hays Group Projects Abroad Program	<b>JCFCR</b>	- Japanese Foundation for Cancer Research
<b>GSA</b>	- General Services Administration	<b>JEC</b>	- United States-Saudi Arabian Joint Economic Commission
<b>GWU</b>	- George Washington University		
<b>HHS</b>	- Department of Health and Human Services		
<b>HIV</b>	- Human Immunodeficiency Virus		
<b>HTML</b>	- Hypertext Markup Language		
<b>HUD</b>	- Department of Housing and Urban Development		
<b>I-ADAM</b>	- International Arrestee Drug Abuse Monitoring		
<b>IAEA</b>	- International Atomic Energy Agency		
<b>IAF</b>	- Inter-American Foundation		



## KEY TO ABBREVIATIONS

<b>JETTCON</b>	- Joint Employment and Training Technology Conference	<b>NLE</b>	- National Library of Education
<b>JUSFC</b>	- Japan-United States Friendship Commission	<b>NMFS</b>	- National Marine Fisheries Service
<b>LASPAU</b>	- LASPAU: Academic and Professional Programs for the Americas	<b>NOAA</b>	- National Oceanic Atmospheric Administration
<b>LCD</b>	- Liquid Crystal Display	<b>NPS</b>	- National Park Service
<b>LCDR</b>	- Lieutenant Commander	<b>NRC</b>	- National Research Council
<b>LCOL</b>	- Lieutenant Colonel	<b>NRSA</b>	- National Research Service Award
<b>LOC</b>	- Library of Congress	<b>NSC</b>	- National Security Council
<b>MAJ</b>	- Major	<b>NSEP</b>	- National Security Education Program
<b>MDTP</b>	- Micronesian Diplomatic Training Program	<b>NSF</b>	- National Science Foundation
<b>MESP</b>	- Mandela Economic Scholars Program	<b>NSPD</b>	- National Security Presidential Directive
<b>MET</b>	- Mobile Education Team	<b>NTIA</b>	- National Telecommunications and Information Administration
<b>MIUSA</b>	- Mobility International USA	<b>NWS</b>	- National Weather Service
<b>MMC</b>	- Marine Mammal Commission	<b>OCC</b>	- Office of the Comptroller of the Currency
<b>MOC</b>	- Saudi Arabian Ministry of Communications	<b>OECD</b>	- Organization for Economic Cooperation and Development
<b>MOU</b>	- Memorandum of Understanding	<b>OERI</b>	- Office of Educational Research and Improvement
<b>MPP</b>	- Mission Performance Plan	<b>OFR</b>	- Office of Foreign Relations
<b>MSU</b>	- Michigan State University	<b>OIP</b>	- Office of International Programs
<b>MTT</b>	- Mobile Training Team	<b>OIS</b>	- Office of Intergovernmental Solutions
<b>NAALC</b>	- North American Agreement on Labor Cooperation	<b>OJT</b>	- On-the-Job Training
<b>NACO</b>	- Name Authority Program	<b>OMB</b>	- Office of Management and Budget
<b>NAFTA</b>	- North American Free Trade Agreement	<b>OPDAT</b>	- Overseas Prosecutorial Development, Assistance, and Training
<b>NAO</b>	- National Administrative Office Programs	<b>OPM</b>	- Office of Personnel Management
<b>NARA</b>	- National Archives and Records Administration	<b>OST</b>	- Office of the Secretary of Transportation
<b>NASA</b>	- National Aeronautics and Space Administration	<b>OTS</b>	- Office of Thrift Supervision
<b>NATO</b>	- North Atlantic Treaty Organization	<b>OVC</b>	- Office for Victims of Crime
<b>NCEP</b>	- National Centers for Environmental Prediction	<b>PAS</b>	- Public Affairs Section
<b>NCHRP</b>	- National Cooperative Highway Research Program	<b>PCC</b>	- Program for Cooperative Cataloging
<b>NCI</b>	- National Cancer Institute	<b>PERF</b>	- Police Executive Research Forum
<b>NCSU</b>	- North Carolina State University	<b>PHS</b>	- Public Health Service
<b>NEA</b>	- National Endowment for the Arts	<b>PICW</b>	- President's Interagency Council on Women
<b>NEAC/AAS</b>	- Northeast Asia Council of the Association of Asian Studies	<b>PL</b>	- Public Law
<b>NEC</b>	- Nonproliferation and Export Control Cooperation Program	<b>PME</b>	- Professional Military Education Exchanges
<b>NED</b>	- National Endowment for Democracy	<b>PfPC</b>	- Partnership for Peace Consortium
<b>NEH</b>	- National Endowment for the Humanities	<b>PSU</b>	- Perm State University
<b>NESDIS</b>	- National Environmental Satellite, Data, and Information Services	<b>RADM</b>	- Rear Admiral
<b>NETC</b>	- National Emergency Training Center	<b>RC</b>	- Reserve Component
<b>NFA</b>	- National Fire Academy	<b>RELO</b>	- Regional English Language Office
<b>NGB</b>	- National Guard Bureau	<b>RLP</b>	- Russian Leadership Program "Open World"
<b>NGO</b>	- Nongovernmental Organization	<b>RMTC</b>	- Regional Meteorology Training Centers
<b>NHI</b>	- National Highway Institute	<b>ROL</b>	- Rule of Law
<b>NIDA</b>	- National Institute on Drug Abuse	<b>ROM</b>	- Read Only Memory
<b>NIH</b>	- National Institutes of Health	<b>SA</b>	- South Asia
<b>NIJ</b>	- National Institute of Justice	<b>SABIT</b>	- Special American Business Internship Training Program
<b>NINDS</b>	- National Institute of Neurological Disorders and Strokes	<b>SACO</b>	- Subject Authority Program
<b>NIS</b>	- New Independent States of the Former Soviet Union	<b>SCIC</b>	- Supervisory Criminal Investigator Course
<b>NIST</b>	- National Institute of Standards and Technology	<b>SCORM</b>	- Sharable Content Object Reference Model
		<b>SDSU</b>	- San Diego State University
		<b>SEC</b>	- Securities and Exchange Commission
		<b>SEED</b>	- Support for East European Democracy Act of 1989
		<b>SIF</b>	- Senior International Fellowship Program

## KEY TO ABBREVIATIONS

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<b>SIU</b>	- Sensitive Investigative Unit
<b>SPP</b>	- State Partnership Program
<b>SPS</b>	- Sanitary and Phytosanitary Topics
<b>SSA</b>	- Social Security Administration
<b>TDA</b>	- Trade and Development Agency
<b>TED</b>	- Turtle Excluder Device
<b>TFHRC</b>	- Turner-Fairbank Highway Research Center
<b>TOT</b>	- Training of Trainers
<b>TRB</b>	- Transportation Research Board
<b>TREAS</b>	- Department of the Treasury
<b>TRI</b>	- International Training Section
<b>TVA</b>	- Tennessee Valley Authority
<b>UN</b>	- United Nations
<b>UNIDO</b>	- United Nations Industrial Development Organization
<b>USAFR</b>	- U.S. Air Force Reserve
<b>USAID</b>	- United States Agency for International Development
<b>USAR</b>	- U.S. Army Reserve
<b>USCG</b>	- United States Coast Guard
<b>USCGA</b>	- U.S. Coast Guard Academy
<b>USDA</b>	- Department of Agriculture
<b>USED</b>	- Department of Education
<b>USG</b>	- United States Government
<b>USGS</b>	- United States Geological Survey
<b>USIA</b>	- United States Information Agency
<b>USIP</b>	- United States Institute of Peace
<b>USMC</b>	- U.S. Marine Corps
<b>USMMA</b>	- U.S. Merchant Marine Academy
<b>USN</b>	- U.S. Navy
<b>USNEI</b>	- United States Network for Education Information
<b>USPACOM</b>	- United States Pacific Command
<b>USPS</b>	- United States Postal Service
<b>USPTO</b>	- United States Patent and Trademark Office
<b>USTTI</b>	- United States Telecommunications Training Institute
<b>USU</b>	- Ural State University
<b>VA</b>	- Department of Veterans Affairs
<b>WHA</b>	- Western Hemisphere
<b>WIPO</b>	- World Intellectual Property Organization
<b>WMD</b>	- Weapons of Mass Destruction
<b>WMO</b>	- United Nations World Meteorological Organization
<b>WTO</b>	- World Trade Organization
<b>WWICS</b>	- Woodrow Wilson International Center for Scholars
<b>WWW</b>	- World Wide Web
<b>XML</b>	- Extensible Markup Language

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## **APPENDIX B: THE FEDERAL EXCHANGES DATA SYSTEM/WORLD WIDE WEB (FEDS/WWW)**

The IAWG produces its annual inventory of programs, and many of its other reports, by assembling and analyzing data provided by federal departments and agencies using the Federal Exchanges Data System/world wide web (FEDS/www). FEDS/www is an easy-to-use, multi-tiered, web-based data collection, management, and reporting system developed and refined through a contract with Development InfoStructure (devIS) of Arlington, Virginia ([www.devis.com](http://www.devis.com)). FEDS/www has provided unprecedented data management and information retrieval capabilities for the U.S. Government's international exchanges and training community.

Prior to the development of FEDS/www, federal agencies reported exchanges and training data using either paper surveys or an antiquated DOS-based database system that required mailing diskettes or e-mailing data files. Paper surveys meant that the same information had to be filled out twice; first, by agency representatives (who typed or wrote the data on paper) and second, by an IAWG staff member (who entered it into the computer). Electronic submissions were problematic, also. Myriad computer environments across the various federal agencies made electronic submission of data cumbersome, slow, and difficult to manage. Although the IAWG obtained the necessary data, it accomplished little else. The IAWG had no useful data management tool nor any way to produce flexible reports. Plus, the process was a time-consuming and labor-intensive ordeal that yielded few benefits to the agencies supplying the data. Those involved with the data collection process felt dissatisfied with either the mechanics, the results, or both.

With the new system, FEDS/www is downloaded from the IAWG's interagency website and installed on the end users desktop. When the program is run, it establishes a link between the end user and the FEDS database. Both the IAWG's interagency website and FEDS/www are password protected to ensure the integrity of the information entered within. The entered data is immediately posted to the IAWG's database and can be reviewed through automatically generated reports on the interagency website. (Data does not become available to any government user other than the sponsoring agency until it has been passed through a three-stage clearance process.) The IAWG staff and the contractors at devIS train and support FEDS/www users.

Government organizations can use FEDS/www to manage their data internally. They may enter data and generate reports on up-to-the-minute program activities at any time. This data storage and reporting

capability in effect provides government organizations with a free, in-house data management tool. This is especially useful to administrators of small programs who, without FEDS/www, might not have an automated data management system at their disposal.

Through its web interface, FEDS/www enables government representatives to create customized exchanges and training reports, sorted by sponsoring organization, geographic region and country, type of program, and/or foreign policy goal addressed with just the click of a mouse. Direct access to this data gives users the means to quickly and efficiently develop program overviews, analyze trends, augment needs assessments, and brief policy makers.

The FEDS/www system is unique in the federal government in that it is based entirely upon the advanced, but freely available, open-source software technologies and supports wide extensibility. Implemented in the Java programming language ([www.java.sun.com](http://www.java.sun.com)), FEDS/www achieves hardware and operating system platform independence. This represents a major breakthrough for the IAWG. Previous attempts by the IAWG to capture data electronically were hampered by the various hardware/software configurations throughout the user community. Now, users simply download the client application from the IAWG or devIS websites. The FEDS/www client transmits program data in XML format ([www.w3c.org](http://www.w3c.org)) to a PostgreSQL relational database ([www.postgresql.org](http://www.postgresql.org)) running on the LINUX operating system ([www.linux.org](http://www.linux.org)) at the devIS site. When data submissions are complete, they are automatically published as a static HTML report format on the IAWG website using the Zope web application server ([www.zope.org](http://www.zope.org)), also running on LINUX. This year's latest feature, which gives users the ability to create customized, government-wide reports using a simple Zope-generated web interface, allows for fully dynamic database queries. The entire database can be easily converted into many database formats, such as Microsoft Access, thus allowing the IAWG staff to leverage existing computer skills to further analyze and query the data.

Security protocols for FEDS/www protect the integrity and reliability of data. The information is stored in a PostgreSQL database that does not accept external connections; all connections to the database must come from either the Zope application server (for read-only publishing) or the FEDS server application (for data entry). Both the Zope and FEDS servers require a username and password to gain access.

### ***Summary Benefits of FEDS/www***

- FEDS/www facilitates the transfer of information between federal departments and agencies and the IAWG, thus easing the burden of complying with the IAWG's data collection mandate.
- FEDS/www breaks down barriers among federal organizations by providing universal access to government-wide exchanges and training information far beyond the data provided by any single user. This information not only keeps members of this community informed, but also creates linkages that enable them to share best practices, discuss common issues and challenges, and avoid program duplication and overlap. These linkages enhance communication and result in better-coordinated and more effective federal programs.
- FEDS/www supplies federal departments and agencies with a free, fully functioning database and reporting system that can be used to track and communicate information on U.S. Government-sponsored exchanges and training programs.

- FEDS/www provides ad hoc reporting capabilities to federal agencies, which lets organizations tailor their exchanges and training reports to specific needs without having to work through an intermediary or submit requests directly to the IAWG.
- FEDS/www uses cutting edge, no-cost technology (XML, JAVA, and LINUX) to improve government operations at little expense to taxpayers.

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## **APPENDIX C: OMNIBUS CONSOLIDATED AND EMERGENCY APPROPRIATIONS ACT, 1999, (PUBLIC LAW 105-277, DIVISION G, “FOREIGN AFFAIRS REFORM AND RESTRUCTURING ACT OF 1998,” SECTION 2414)**

### **WORKING GROUP ON UNITED STATES GOVERNMENT-SPONSORED INTERNATIONAL EXCHANGES AND TRAINING**

Section 112 of the Mutual Educational and Cultural Exchange Act of 1961 (22 U.S.C. 2460) is amended by adding at the end the following new subsection:

(g) WORKING GROUP ON UNITED STATES GOVERNMENT-SPONSORED INTERNATIONAL EXCHANGES AND TRAINING (1) In order to carry out the purposes of subsection (f) and to improve the coordination, efficiency, and effectiveness of United States Government-sponsored international exchanges and training, there is established within the United States Information Agency a senior-level interagency working group to be known as the Working Group on United States Government-Sponsored International Exchanges and Training (in this section referred to as the “Working Group”).

(2) For purposes of this subsection, the term “Government-sponsored international exchanges and training” means the movement of people between countries to promote the sharing of ideas, to develop skills, and to foster mutual understanding and cooperation, financed wholly or in part, directly or indirectly, with United States Government funds.

(3) The Working Group shall be composed as follows:

(A) The Associate Director for Educational and Cultural Affairs of the United States Information Agency, who shall act as Chair.

(B) A senior representative of the Department of State, who shall be designated by the Secretary of State.

(C) A senior representative of the Department of Defense, who shall be designated by the Secretary of Defense.

(D) A senior representative of the Department of Education, who shall be designated by the Secretary of Education.

(E) A senior representative of the Department of Justice, who shall be designated by the Attorney General.

(F) A senior representative of the Agency for International Development, who shall be designated by the Administrator of the Agency.

(G) Senior representatives of such other departments and agencies as the Chair determines to be appropriate.

(4) Representatives of the National Security Adviser and the Director of the Office of Management and Budget may participate in the Working Group at the discretion of the Adviser and the Director, respectively.

(5) The Working Group shall be supported by an interagency staff office established in the Bureau of Educational and Cultural Affairs of the United States Information Agency.

(6) The Working Group shall have the following purposes and responsibilities:

(A) To collect, analyze, and report data provided by all United States Government departments and agencies conducting international exchanges and training programs.

(B) To promote greater understanding and cooperation among concerned United States Government departments and agencies of common issues and challenges in conducting international exchanges and training programs, including through the establishment of a clearinghouse for information on international exchange and training activities in the governmental and nongovernmental sectors.

(C) In order to achieve the most efficient and cost-effective use of Federal resources, to identify administrative and programmatic duplication and overlap of activities by the various United States Government departments and agencies involved in Government-sponsored international exchange and training programs, to identify how each Government-sponsored international exchange and training program promotes United States foreign policy, and to report thereon.

(D)(i) Not later than 1 year after the date of the enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, the Working Group shall develop a coordinated and cost-effective strategy for all United States Government-sponsored international exchange and training programs, including an action plan with the objective of achieving a minimum of 10 percent cost savings through greater efficiency, the consolidation of programs, or the elimination of duplication, or any combination thereof.

(ii) Not later than 1 year after the date of enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, the Working Group shall submit a report to the appropriate congressional committees setting forth the strategy and action plan required by clause (i).

(iii) Each year thereafter the Working Group shall assess the strategy and plan required by clause (i).

(E) Not later than 2 years after the date of the enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, to develop recommendations on common

performance measures for all United States Government-sponsored international exchange and training programs, and to issue a report.

(F) To conduct a survey of private sector international exchange activities and develop strategies for expanding public and private partnerships in, and leveraging private sector support for, United States Government-sponsored international exchange and training activities.

(G) Not later than 6 months after the date of the enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, to report on the feasibility and advisability of transferring funds and program management for the Atlas or the Mandela Fellows programs, or both, in South Africa from the Agency for International Development to the United States Information Agency. The report shall include an assessment of the capabilities of the South African Fulbright Commission to manage such programs and the cost effects of consolidating such programs under one entity.

(7) All reports prepared by the Working Group shall be submitted to the President, through the Director of the United States Information Agency.

(8) The Working Group shall meet at least on a quarterly basis.

(9) All decisions of the Working Group shall be by majority vote of the members present and voting.

(10) The members of the Working Group shall serve without additional compensation for their service on the Working Group. Any expenses incurred by a member of the Working Group in connection with service on the Working Group shall be compensated by that member's department or agency.

(11) With respect to any report issued under paragraph (6), a member may submit dissenting views to be submitted as part of the report of the Working Group.